CARE
1 copy

# Capitol Reef National Park

October 1989

# Statement for Management

United States Department of the Interior - National Park Service

**Definition**

The Statement for Management (SFM) provides an up-to-date inventory of the park's condition and an analysis of its problems. It does not involve any prescriptive decisions on future management and use of the monument, but it provides a format for evaluating conditions and identifying major issues and information voids.

Recommended: /s/ Martin C. Ott — 7/28/89
Superintendent, Capitol Reef National Park — Date

Approved: Howard L. Rowe — 10/5/89
Regional Director, Rocky Mountain Region — Date

# TABLE OF CONTENTS

**Location** . . . . . 5

**Purpose and Significance** . . . . . 5

**Influences, Inventory and Analysis** . . . . . 6

Legislative/Administrative Inventory . . . . . 6
Resources . . . . . 11
Land Uses and Trends . . . . . 20
Visitor Use Analysis . . . . . 22
Facilities and Equipment Analysis . . . . . 26
Status of Planning . . . . . 28
Existing Management Zoning . . . . . 30

**Major Issues and Concerns** . . . . . 34

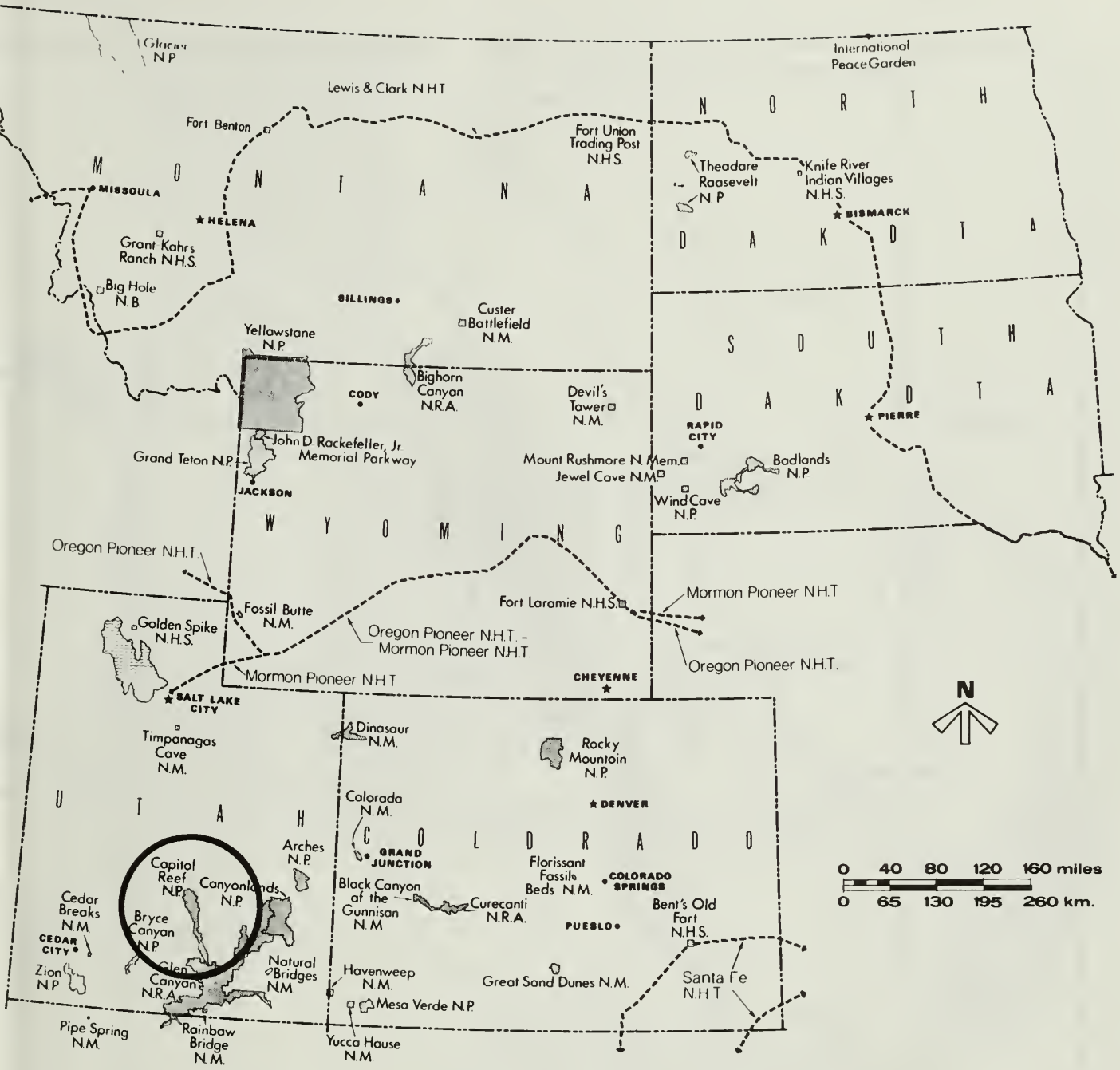
Grazing Controversy . . . . . 34
Lack of Data Regarding Park Resources . . . . . 35
Need for Professional Evaluation of Fruita as a Cultural Resource 36
Burr Trail . . . . . 36
Garkane Powerline . . . . . 36
Adjacent Land Issues . . . . . 37

**Management Objectives** . . . . . 38

**ILLUSTRATIONS**

Region Map . . . . . 1
Vicinity Map . . . . . 2
Physiographic Vicinity Map . . . . . 3
Boundary Map . . . . . 4
Visitation Graphs . . . . . 24
Existing Management Zoning Map . . . . . 31

**APPENDIX** . . . . . 40




## Legend

- Locations of Major Cities
- Locations of State Capitals
- State Boundary Lines
- National Park Service Areas
- National Park Service Historical Trails

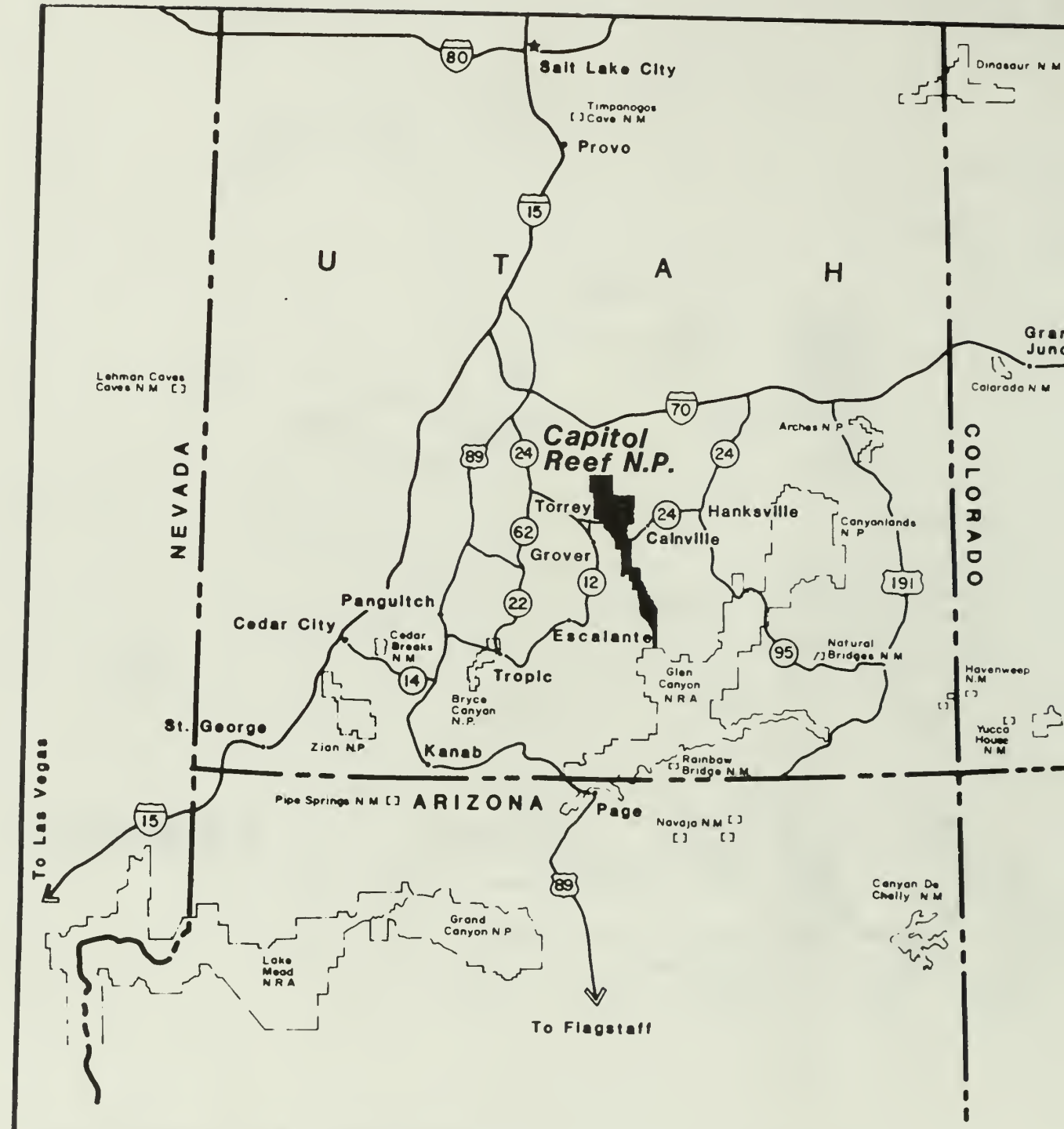
# ROCKY MOUNTAIN REGION

## National Park Service

## United States Department of the Interior



955 | 80,000 (1)
Nov 88 | RMRO



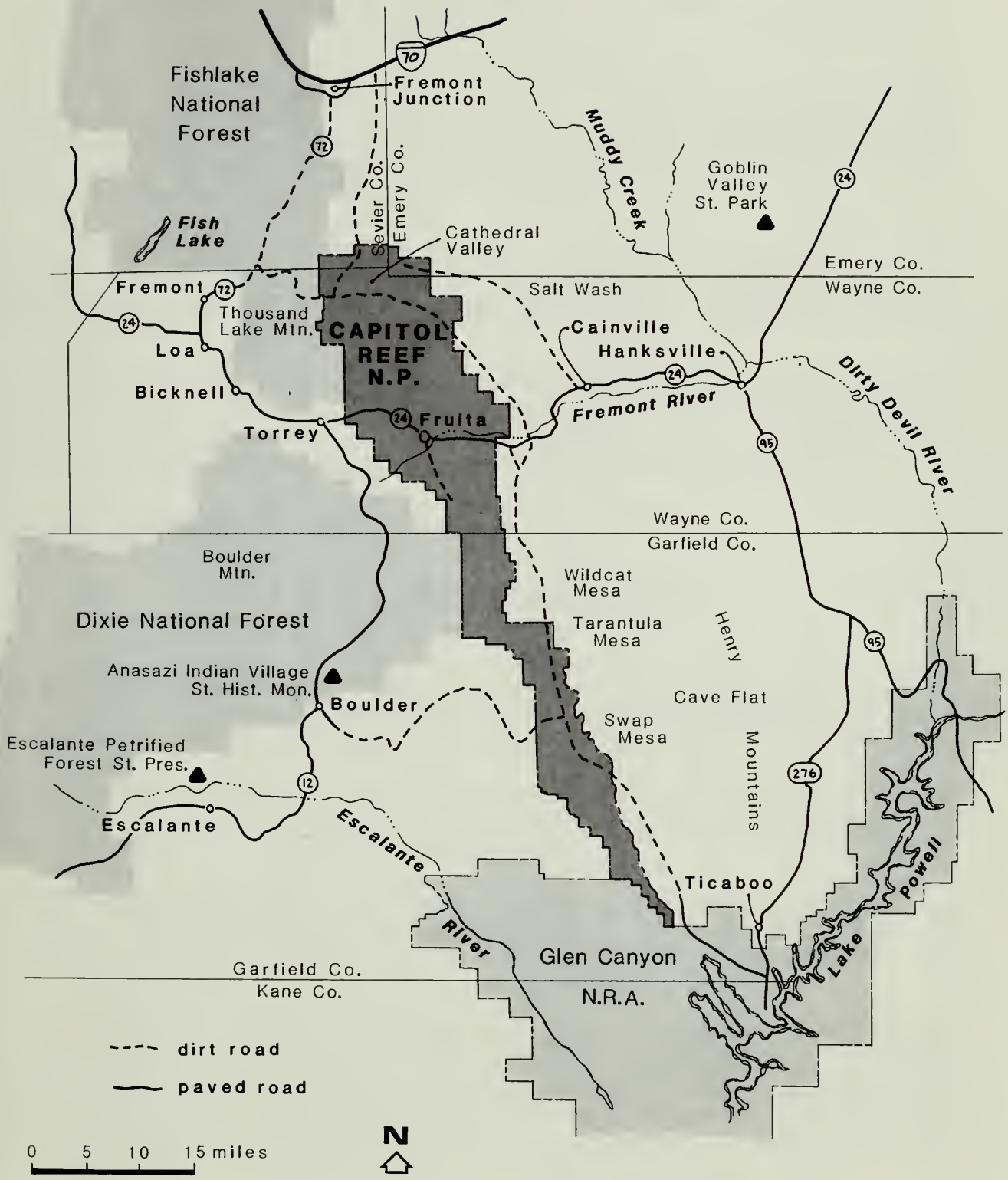

# Vicinity Map

## Capitol Reef National Park

U.S. Dept. of the Interior–National Park Service



158 | 80,024
Jan. '84 | RMRO



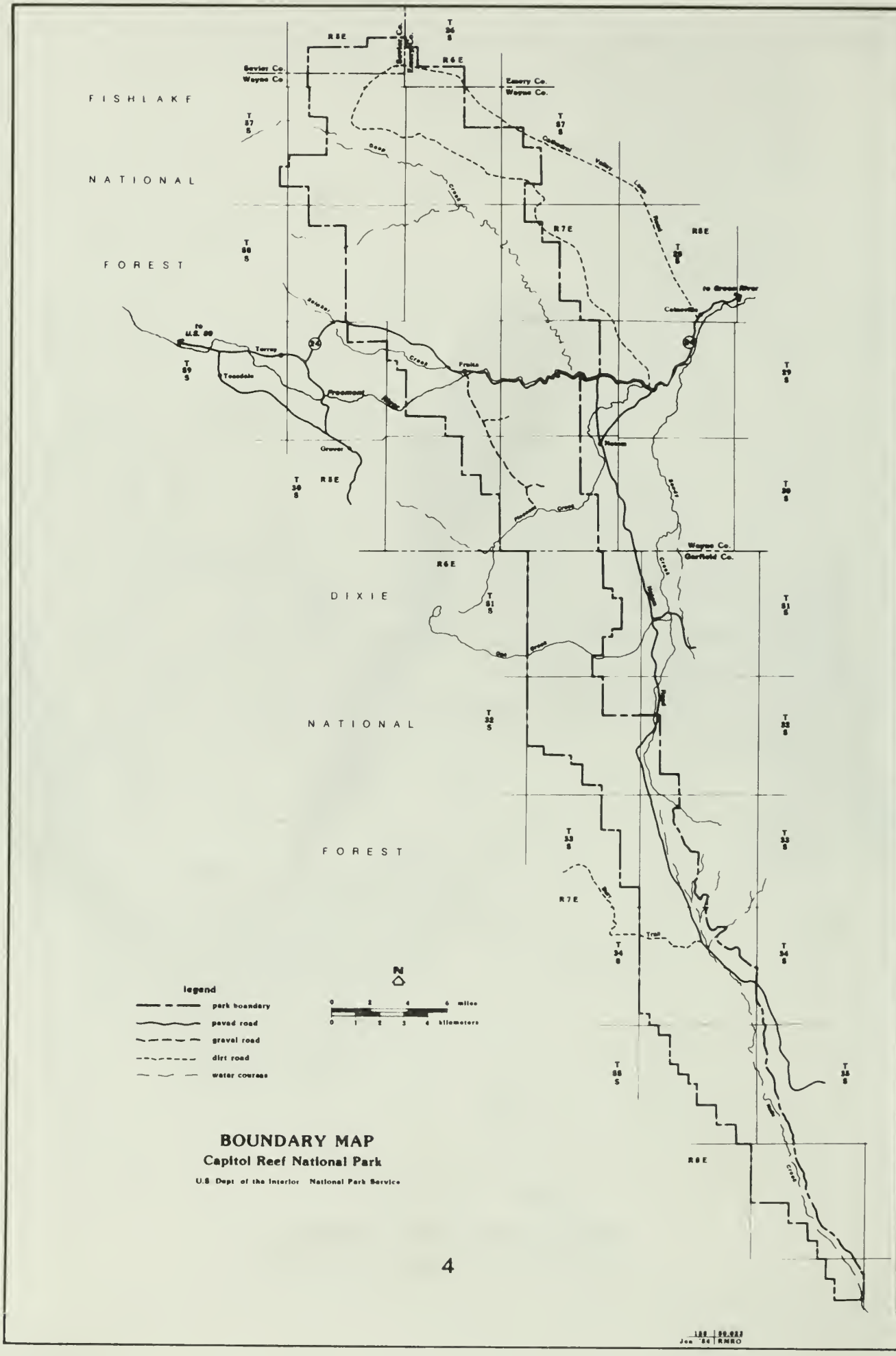

# Physiographic Vicinity

## Capitol Reef National Park

United States Department of the Interior - National Park Service



| 158 | 80,036 |
|---|---|
| 6-87 | RMRO |




## BOUNDARY MAP

**Capitol Reef National Park**

U.S. Dept. of the Interior National Park Service

## LOCATION

Capitol Reef National Park is comprised of 241,904.26 acres in the south central Utah counties of Wayne, Garfield, Sevier, and Emery, and lies in the First and Second Congressional Districts (see Vicinity Map). The park is nearly surrounded by public lands: Dixie and Fishlake National Forests and the Henry Mountain and Escalante Resource Areas, administered by the Bureau of Land Management.

As part of the so-called "golden circle of parks," Capitol Reef is only several hours drive from Zion, Bryce Canyon, Canyonlands, and Arches National Parks; Cedar Breaks, Pipe Springs, Natural Bridges and Rainbow Bridge National Monuments; and Glen Canyon National Recreation Area.

Administratively, the park is divided into two districts--North (Fremont River and Cathedral Valley) and South (Strike Valley). The North District includes the primary auto access, Utah 24, which parallels the river and bisects the park. Most existing facilities and developments lie in this district, which includes Fruita and Pleasant Creek.

The South District has few facilities, and access is by dirt road.

## PURPOSE AND SIGNIFICANCE

Capitol Reef National Park was authorized by Public Law 92-207 on December 18, 1971. Earlier, it had been given a protected status as "Capitol Reef National Monument" by an August 2, 1937, Presidential Proclamation. Only 37,060 acres were included at that time.

The Presidential Proclamation of 1937 stressed the scientific value of the geology of the Capitol Reef area, a very colorful and scenic portion of the 100-mile long Waterpocket Fold, itself a "monoclinal flexure" in the earth's surface.

The 1971 legislation was silent regarding the significance of the area and said only that the National Park Service (NPS) "...shall administer, protect and develop the park, subject to the provision of the Act entitled, 'An Act to Establish a National Park Service.'" This act, sometimes called the Organic Act, was passed in 1916.

The 1916 Organic Act requires the NPS to conserve a park's scenery, wildlife, natural features, and cultural attributes and to provide for public enjoyment of these resources. By this direct linkage with the Organic Act, in 1971 Capitol Reef became much more than an object of scientific curiosity; it was recognized as a national treasure of exceptional scenic qualities, diverse natural systems, and rich historic and prehistoric cultural resources.

As identified in the National Park System Plan, natural park history themes for the Colorado Plateau include sculpture of the land, geologic history, rivers and streams,

desert, and dry coniferous forest and woodland. Human history themes and subthemes include the original inhabitants (native villages and communities) and westward expansion (Great Explorers of the West, the Mining Frontier, and the Farmer's Frontier).

# INFLUENCES: INVENTORY AND ANALYSIS

## LEGISLATIVE AND ADMINISTRATIVE INVENTORY

In a memorandum dated August 13, 1986, the Regional Director, Rocky Mountain Region, authorized the Bureau of Land Management to use motorized equipment within the recommended wilderness of the park, for rehabilitation of "authorized-grazing" stock tanks.

The agreements, permits, executive orders, laws, and other commitments which influence management of the park are summarized on the following chart.

| TYPE | DESCRIPTION | ISSUED | EXPIRES |
|---|---|---|---|
| Cooperative Agreement | Memorandum of deputation between NPS & Garfield Co. | in process of updating | in process of updating |
| Cooperative Agreement | Between CARE & Utah DOW, Southern Region for introduction of Desert Bighorn into the Waterpocket Fold area of the park. 30 sheep, 10 each in 1983, 1984, & 1985. | 12/14/83 | -------- |
| Cooperative Agreement | Fire protection agreement between CARE & Wayne Co. | in process of updating | in process of updating |
| Cooperative Agreement | With Utah Dept. of Public Safety for use of radio frequencies. Renewed yearly. | 12/22/88 | 12/22/89 |
| Cooperative Agreement | With Utah State Highway Commission for construction and maintenance of 5.76 miles of U-24. No termination date. | 05/16/61 | -------- |
| Cooperative Agreement | Between NPS and Capitol Reef Natural History Ass'n., for provision of interpretive and educational services to the visiting public. | 10/01/87 | 09/30/92 |

| TYPE | DESCRIPTION | ISSUED | EXPIRES |
|---|---|---|---|
| Concession Permit | To Capitol Reef Natural History Ass'n. for sale of visitor convenience items. | 11/01/86 | 09/30/90 |
| Commercial Use License | To Achievement Foundation, Inc., for guided hiking trips. | 06/15/89 | 12/31/91 |
| Commercial Use License | To Hondoo Rivers and Trails for 4-wheel-drive vehicle tours and guided horseback trips. | 07/10/89 | 07/09/91 |
| Commercial Use License | To Utah Outback for 4-wheel-drive tours and guided trips. | 03/15/89 | 03/15/91 |
| Memorandum of Agreement | Between NPS (CARE) & BLM (Henry Mt. RA) for signing and maintenance at Halls Creek Overlook. CARE to provide and maintain signs and visitor service items at the overlook. | to be updated | to be updated |
| Memorandum of Understanding | Annual operating plan, NPS/USFS. Agreement between various Federal and State fire-fighting agencies in Utah for cooperative fire-fighting procedures. | 06/15/89 | -------- |
| Memorandum of Understanding | Between NPS and BLM to provide coordination at the field level for management of NPS areas and associated BLM public land areas in Utah. | 02/01/73 | -------- |
| Right of way permit | Grant of ROW from BLM to CARE for radio repeater site on Henry Mountains. Serial # Utah 29431. | 12/15/75 | no expiration |
| Special Use Permit | To Stanley Wood for Livestock Crossing. Bi-annual trailing approx. April/June and Oct/Nov. U-24 & Capitol Gorge routes to Notom Road. Notom Rd. to the Post and S.E. Boundary. Also Oak Creek Route. | to be updated | to be updated |
| Special Use Permit | To Richard Pace for Livestock Crossing. U-24 & Grand Wash Routes to South Desert & Blue Flats to Thousand Lake Mt., Bi-annual, approx. April-June & Nov. each year. | to be updated | to be updated |

| TYPE | DESCRIPTION | ISSUED | EXPIRES |
|---|---|---|---|
| Special Use Permit | To Otto Brinkerhoff for Livestock Crossing. Pleasant Creek Route via South Draw and Tantalus Flat. Bi-annual, approx. May-June;Oct-Nov ea yr. | to be updated | to be updated |
| Special Use Permit | To Arthur Brian for Livestock Crossing. U-24 and Capitol Gorge Routes. Bi-annual, approx. June and Nov. each year. | to be updated | to be updated |
| Special Use Permit | To William Black for Livestock Crossing. Pleasant Creek Route to Notom Rd; Notom Rd. to the Post and SE park boundary. Bi-annual, May-June and Oct. each year. | to be updated | to be updated |
| Special Use Permit | To Maven Bagley for Livestock Crossing. U-24 and Capitol Gorge Routes. Bi-annual, approx. June and Nov/Dec each year. | to be updated | to be updated |
| Special Use Permit | To Dixie National Forest for radio repeater site. For USFS radio repeater located near Buck Point/ Tantalus Flat. | 10/01/82 | 10/01/92 |
| Special Use Permit | To State Highway Commission for a right-of-way for U-24 through CARE. For operation & maintenance of highway. | to be updated | to be updated |
| Special Use Permit | To Mountain States Telephone for running cable through the park. | to be updated | to be updated |
| Special Use Permit | To Garkane Power Association for a right-of-way for an electric transmission line from W boundary of park to HQ area. 69 KV circuit and substation. | 03/--/88 | 12/31/91 |

**Statutes and Regulations** (most significant)

- Title 16, *U.S. Code* contains all statutes applying to the protection of national park areas and established the NPS as protector of these lands.

- Public Law 92-207 (1971) created Capitol Reef National Park and recognized the

perpetual right of stockmen to use the traditional trailways in the park, as well as to-be-phased-out grazing privileges.

- Public Law 97-341 (1982) required the extension of existing grazing to December 31, 1994, and called for a contract with the National Academy of Sciences (NAS) to study the impact of grazing on park lands. Five out of ten studies recommended by the NAS have been completed, and five have been initiated and are in various stages of completion. Studies completed and underway have been contracted through the National Park Service to local colleges, universities and independent researchers.

- Public Law 100-446 (1988) repealed the provisions of Public Law 97-341 and extended grazing privileges within the park. Specifically, the law extends grazing privileges for the lifetime of permittees who legally occupied park lands for grazing purposes prior to the park's establishment (December 18, 1971). The law further provides that grazing privileges will be extended for the lifetime of the permittee's direct descendants (sons or daughters) who were born on or prior to the park's establishment.

- The BLM administers grazing on approximately 190,000 acres (80 percent) of Capitol Reef through a Memorandum of Understanding with the NPS. Grazing is administered through the provisions of the Taylor Grazing Act of 1934 and the Federal Land Policy and Management Act of 1976 and regulations promulgated to implement them.

- Public Law 89-665 (1966), the National Historic Preservation Act, attempts to bring order to the management of historic properties administered by Federal Agencies. The law prevents removal of any structure with possible historic significance. At present, a series of internal administrative policies, promulgated as a result of PL 89-665, closely guide park managers in their care of historic (or potentially historic) manmade structures and/or environments.

- In regulation enforcement, the NPS exercises a limited "proprietary jurisdiction"--but not sovereignty--over federally owned lands within Capitol Reef National Park. Administrative law regulations, codified under Title 36, *Code of Federal Regulations* (CFR 36), have been promulgated under the provisions of statutes codified in Title 16, *United States Code*. Violations of these regulations are misdemeanors; the maximum penalty found in CFR 36 for commission of an offense is 6 months in prison plus a $500 fine. With some exceptions, park enforcement personnel administer only the CFR 36 and are not generally empowered to make felony arrests on park lands. As far as most felonious criminal activity is concerned, State and local authorities retain the responsibility for prevention and enforcement within Capitol Reef National Park, not the Federal Government.

- Public Law 96-95 (1979) the Archeological Resources Protection Act of 1979, requires the manager of federally owned lands, among other provisions, to withhold information regarding archeological sites unless he is convinced that no harm to

the archeological resource will result. It established civil as well as criminal penalties for damaging archeological resources.

- The Clean Air Act provides the primary authority for protecting and enhancing the nation's air quality. In 1977, Congress amended the Act to prevent the significant deterioration of air quality in clean air areas of the United States and to protect visibility in mandatory class I areas, including Capitol Reef. The primary Federal responsibility is to provide technical and financial assistance to State and local governments, who have the responsibility to develop and execute air pollution prevention and control programs. The Federal land manager (the Secretary of the Interior) and the Superintendent have an affirmative responsibility under the Act to protect the air quality-related values of the park from air pollution impacts. Air quality-related values include visibility, plants, animals, water quality, historic and cultural resources, and other resources which could be impacted by air pollution.

- Section 165, paragraph (d) (2) (C) (ii) of the Clean Air Act reads as follows: "In any case where the Federal Land Manager demonstrates to the satisfaction of the State that the emissions from such (major emitting) facility will have an adverse impact on the air quality-related values (including visibility) of such lands, notwithstanding the fact that the change in air quality resulting from emissions from such facility will not cause or contribute to concentrations which exceed the maximum allowable increases for a class I area, a permit (for construction) shall not be issued." The park staff, with the assistance of the NPS Air Quality Division, will review appropriate permit applications to determine possible air pollution impacts on the park's air quality-related values.

- In Section 169A, Congress declared a national visibility goal of preventing future and remedying existing visibility impairment in class I areas in which the impairment results from manmade air pollution. The Federal land manager has certified to the Environmental Protection Agency (EPA) that there is existing visibility impairment within the park caused by uniform haze. EPA has published regulations which require States to develop programs to make reasonable progress toward the national goal, but the regulations primarily address visibility impairments, which are reasonably attributable to a specific source or small group of sources. The National Park Service will continue to work closely and cooperatively with the EPA and State to ensure development of emission control strategies needed to eliminate existing, and prevent future visibility impairment at Capitol Reef.

**Executive Orders** (most significant)

Executive Order 11988, "Floodplain Management," requires that the Federal land manager carefully consider the existence of 100-year floodplains before the construction of public use facilities. Such a floodplain exists near the Fremont River in Fruita and affects planning for visitor use facilities there. The NPS guidelines to implement this Executive Order were published and later amended in Federal Registers "45FR35916 and 47FR36718" respectively. These guidelines also contain restrictions to development in areas subject to "flash floods" and

restrictions to "critical actions" within the 500-year floodplain.

### Other Legislative or Administrative Constraints

- Two oil and gas leases exist in the park, one on Section 18, R9E, T36S (Viking Exploration, Inc.), and a second on Section 7, R10E, T37S (Cluff Oil, Inc.). These leases predate park establishment and will not be renewed once they expire in 1990 and 1992 respectively.

- There are numerous constraints associated with the existence of State-owned school sections within the boundary and these sections are discussed in further detail under *State School Sections*.

- The NPS is constrained from managing the lands of a life estate at Pleasant Creek (13.13 acres) and a private parcel in Fruita (0.42 acres). Refer to *Private Property* section for more details.

- With few exceptions, preexisting mining claims on park-owned lands have undergone review and were found to be invalid. Four mining claims (Ecology 265, 267, 269 and 271) comprising 15 acres are partially within the park. The validity of these claims is presently being examined by NPS and BLM.

- The NPS has recommended to Congress over 90 percent of the park for legislative designation as wilderness. Although there has been no action by Congress to so designate the area, NPS policy requires a park manager to administer recommended wilderness lands as if they were a congressionally designated Wilderness Area.

## RESOURCES

### Geologic and Scenic

From the air, the 100-mile-long, labyrinthine sprawl of the Waterpocket Fold would tell even the disinterested airline passenger that something happened to the earth's crust here on a grand scale. More than 70 miles of the fold--a highly eroded jumble of cliffs, domes, and canyons--lies within Capitol Reef National Park and comprises its predominant feature. Donald S. Follows, writing for *National Parks and Conservation* magazine, masterfully blended the geologic and scenic values of the park.

> "The three scenic sections along the Fold have so much of interest to offer that at first one might think that there is, on the whole, no unity of theme; but the great monocline finally links all together. Each section has its own important story to tell about the genesis of the region so perhaps we might take a trip from north to south and think of the three divisions as the Cathedral Section, the Escarpment Section, and the Monocline Section.
>
> "**THE CATHEDRAL SECTION:** A three-part drainage system of deep

troughs and hogback ridges parallels the northeast exposure of the Fold. The South Desert, Hartnet Desert, and Middle Desert make up the three long troughs of the drainage. Middle Desert is farthest east, its upper portion being known as Cathedral Valley after the sandstone monoliths found there. The few dirt roads that exist in the Middle Desert section are suited only to four-wheel-drive vehicles. The cathedrals are 500-foot erosional remnants of Entrada Sandstone that rise like sharks' teeth from a flat desert floor. Contrasted with their surroundings, the bright stone spires seem even larger than they are. This cathedral-making Entrada Sandstone is a fine-grained, reddish-brown rock of late Jurassic Age, which means--if remote geological time means anything to humans--that it is more than 150 million years old.

"Because the Entrada is relatively soft, it erodes rather rapidly except where a harder, younger formation over it acts like a shield to protect it from decay. Most of the cathedrals have lost their harder protective covering and stand exposed not far from the base of the mother escarpment. Their geological fate is a slow reduction to the level on which they stand.

The lower cathedral group occupies an area about the size of a modern shopping center. In it, four monoliths dominate the foreground. An amphitheater of pillared cliffs forms a backdrop of color, a little reminiscent of Bryce Canyon National Park, but in a setting in which the pinnacles have never been fully defined. Shadowed maroon and golden-brown colors play across the land to complement the Temple of the Sun, Temple of the Moon, and two lesser cathedrals called the Temple of the Stars.

"The flats to the east, commanded by stone monarchs, are as awesome as they are lonely. Dark ridges define the far horizon. Somewhere among the low growing shrubs of the desert community an antelope ground squirrel darts toward shelter. The alkaline snowflakes that well to the surface of the ground near dry washes compete for notice with glimmering gypsum crystals. Sand, sky and cathedrals seem hostile to life in this nearly non-living environment. To truly measure the immensity of a cathedral, man's own measure must lie against it. Inches and feet have false meanings here. Walk out and cast your shadow before the Temple of the Sun to learn about relative sizes.

"During the fairly recent geological past, the earth of this region was restless and violent. Volcanoes were active over parts of the Colorado Plateau and molten masses of rock oozed from hidden fissures to coat adjacent plateaus. But molten rock did not always arrive at the surface of the ground. As it welled up from an unknown melting pot, it forced its way into the more easily penetrated zones of deeply buried sandstones. Just east of the cathedrals is Black Mountain, which serves as a focal point for the story of igneous intrusion in this section. Charcoal ridges radiate from the red mesa, whose upper reaches are scored with dark basalt long solidified

into dikes and sills. The violence that went on during the development of the Waterpocket Fold is best told by the Black Mountain and Cathedral area.

**"THE ESCARPMENT SECTION:** The Escarpment Section occupies the area along Highway 24 and the Scenic Drive where 20 miles of sun-soaked cliff tip back in magnificent color. Delicate pink and glimmering white coalesce across splattered walls of orange and ocher sandstone. A thousand feet above the Fremont River domes of Navajo Sandstone seem bleached against the glow of underlying rocks. This is the home of the great Wingate Sandstone cliff as well, and its colorful counterparts whose rocks date back into the Middle Ages of geology.

**"THE MONOCLINE SECTION:** Thirty miles south of the highway the Waterpocket Fold tightens to a banded ribbon that snakes toward the huge reservoir that has formed behind the Glen Canyon Dam on the Colorado. A dirt road parallels this eastern edge of the Fold all the way to Bullfrog Basin, but it is subject to flash floods and can close rapidly. The steeply dipping beds of the monocline may best be seen as the road winds down valleys and over hogback ridges. Across the way the Henry Mountains loom distantly in their own wilderness, the last mountain range in the United States to be named.

"From Big Thompson Mesa one may look straight across into the side of the tilted sandstones. A deep valley--called "The Gulch" by cowboys--separates the mesa from the 1,500 foot high monocline which here reminds one of a monstrous breaker dashing in from the sea. Half-moons of sandwiched sandstones roll from the top of the Fold to disappear on the floor of the Gulch several hundred feet below. Arranged in neat slabs of a Stone Age notebook, the rock units here cross 125 million years of geologic time in brilliant yellow, lavender, maroon, and orange, while each twisted canyon slices a cross section that reveals the inner structure of the Fold."

The geologic features are the stunningly scenic, primary resources of Capitol Reef National Park, but there are other resources--both cultural and natural--that are also of major importance.

**Prehistory**

The park's archeological resources include extensive rock art panels, habitation sites, granaries, quarry areas, chipping areas, campsites, and artifacts associated chiefly with occupation by the Southern San Rafael variant of the Fremont Culture from about A.D. 600 to A.D. 1275. Occupation/use of the area, to a much more limited extent by Anasazi Culture representatives, contemporary with the Fremont Culture, is evidenced by sparse site distribution south of the Capitol Gorge area. Barrier Canyon style rock art of archaic age (pre-Fremont Culture) has a limited presence at Paradise Flats and Pleasant Creek. A scattering of post-Fremont Culture, Southern Piute rock art is also found in the park.

Capitol Reef National Park may be the only unit of the National Park System where extensive Fremont Culture occupational relics are found in such profusion. In a real sense, the archeological resources of Capitol Reef National Park are unique, and the Fremont River Canyon is the "type locale" for the Fremont Culture, since archeologists first identified the culture there.

In an attempt to help people conceptualize the Fremont Culture in relationship to the better known cliff dwelling builders of the Anasazi Culture, they have sometimes been referred to as "country cousins" of the Anasazi, although in a few ways, the Fremont Culture seems to have been more sophisticated. For most park visitors, the extensive panels of rock art found in profusion near watercourses are the most compelling legacy of the Fremont Culture to contemporary man.

**History**

The historic resource is comprised of historic landscapes, structures, trace trails, and objects associated with settlement of one of the most remote reaches of the intermountain west--the Fremont River. The story of Fruita, a tiny Mormon oasis community isolated, from the time of its settlement in 1881 until the establishment of Capitol Reef National Monument in 1937, is the geographical focus of the resource and a microcosm of the distinctive, pre-World War II rural culture of southern Utah.

Junction was settled in 1881 and lay along the Fremont River with the abortive (or near-abortive) settlements of Blue Valley, Elephant, Caineville, Alrich, Clifton, and Hanksville. In part, this settlement effort comprised the last drive by the Church of Jesus Christ of Latter-Day Saints (the Mormons) to lay *de facto* claim to the most remote reaches of Zion.

Because of an advantage in elevation, Junction was spared the full impact of the repeated flooding of the early 20th century. Most of the other communities--also populated by pioneers no less determined and resourceful--were devastated again and again, and many were abandoned. In 1901, the settlement was renamed Fruita because an older settlement had held the name Junction first. The lush orchards made Fruita a likely nickname, and 2,500 trees remain today, forming a key element of the historic scene. Other elements of this scene include the Pendleton-Gifford Farmstead, Smith Implement Shed, and the Fruita Schoolhouse.

With the recognition of Fruita's historic values, the need to be sensitive to the historic scene has become important. A plan is under preparation to identify objectives for the historic scene and to chart directions for softening the visual impacts of nonhistoric buildings in the Fruita area.

Most historic period resources are clustered in the Fruita area, but a few lie elsewhere in the park. The sandstone Behunin Cabin lies about 6 miles east of Fruita on the narrow Fremont River floodplain. About 12 miles south of Fruita is the site of Floral Ranch, built by Mormon pioneer Ephraim K. Hanks. A pioneer trail once crossed the Waterpocket Fold through Muley Twist Canyon, 45 miles south of the Fremont River.

## Wildlife

There are approximately 296 species of animals known to inhabit Capitol Reef National Park (including mammals, birds, reptiles, amphibians, fish, and insects). The most frequently seen of these are the birds, small mammals, and reptiles. The most commonly seen large mammal is the mule deer. Other mammals that are sometimes seen are the ring-tailed cat, badger, fox, coyote, bobcat, and mountain lion. The rare spotted bat has distribution that includes Capitol Reef, but has not been documented as yet.

The more common birds observed in the park include the raven, robin, blackbird, red-tailed hawk, golden eagle, sparrow hawk, mourning dove, white-throated swift, and various swallows. Occasionally, bald eagles are seen in the park, but are more commonly seen west of the park in the Sevier River Valley. The relatively rare spotted owl has been sighted in the park and is known to nest in the Shinob Canyon area. Peregrine falcons have been documented nesting in the park in two separate locations.

Between 1984 and 1985, the park transplanted 30 desert bighorn sheep from Canyonlands National Park to the south end of Capitol Reef (Hall's Creek area). The desert bighorn is a native animal to the Capitol Reef area but was extirpated by the mid 1940s, due to uncontrolled hunting and disease (transmitted by domestic livestock). The park initiated a research program in 1985 to assess the effectiveness of the transplant. Although still ongoing, the research has shown the transplant to be a success. Future transplant sites are currently being evaluated.

## Plants and Plant Communities

Over 800 plant species are known to exist at Capitol Reef National Park. The distribution of these plants is governed by many environmental factors, including the availability of moisture, extremes of heat and cold, and the substrate, i.e., soils. Elevation, slope, aspect and drainage patterns can also have an influence on their distribution.

Ten officially listed threatened, endangered, or "candidate" species have been found in the park. Capitol Reef is unique on the Colorado Plateau in having such a high number of special-status species. The species included in the categories described above are the following:

**Endangered.** Wright's fish-hook cactus and Maguire daisy.

**Threatened.** Jones cycladenia and Last chance daisy.

**Candidates for Listing.** Rabbit Valley gilia, Barneby schoencrambe, Winkler pincushion cactus, Beck's cymopterus, and Harrison milk vetch.

At this time, nine nonriparian and six riparian vegetation community types have been identified. The nonriparian types include the following: Shrubland with mixed grasses, Barrens, Badlands woodland, Woodland, Disturbed, Slickrock woodland, Agriculture,

Shrub-woodland, and Grassland.

At the lower elevations, the shrubland is a common plant community type; it being composed of any number of the following species, depending upon the exact location in the park: Greasewood, Mat Saltbush, Rabbit brush, Big sagebrush, Indian ricegrass, Alkali Sacaton, Purple sage, Fourwing saltbrush, Russian thistle, Snakeweed, Inkweed, Mound saltbush, Mormon tea, Shad scale, and Sand sagebrush.

Cheatgrass, Russian thistle, and Six Weeks Fescue are common invaders of the shrubland and grassland vegetation types throughout the park.

There is a gradual transition from the dry desert shrubland communities on the eastern side of the park to the more wooded pinyon-juniper communities (e.g., slickrock woodlands) found on the reef at higher elevations (6,000 - 7,000 feet) to the west. The higher elevations are more conducive to tree growth because of higher precipitation rates and cooler temperatures. Other species growing in the pinyon-juniper communities are cliffrose, bigelow sagebrush, whitebark rabbit brush, little leaf mountain mahogany, squawbush, etc.. A unique and limited plant community (approximately 250 acres) occurs along the northwest side of the park at approximately 8,800 feet in the upper Deep Creek drainage on the eastern flanks of Thousand Lake Mountain. There, a small bristlecone pine stand exists that has not been influenced by livestock grazing or timber cutting. The area is further highlighted by spectacular views of the South Desert and Cathedral Valley sections of the park as well as the higher reaches of Thousand Lake Mountain. The area is currently under evaluation by the Nature Conservancy for inclusion into its statewide Natural Areas Inventory.

The more heavily vegetated areas are the riparian zones that occur along the five perennial water courses found in the park. The vegetation here is made up of species that would not otherwise survive were it not for the constant supply of water.

Ongoing botanical research will define all the park plant communities in detail. This work is expected to be completed in 1989.

**Water**

Four perennial watercourses (Oak Creek, Sulphur Creek, Polk Creek, and the Fremont River) flow through the park (and the Waterpocket Fold) in an easterly direction from Boulder and Thousand Lake Mountains. One additional perennial watercourse, Hall's Creek in the far south end of the park, flows south along the eastern edge of the Waterpocket Fold.

Flows in the Fremont River fluctuate according to season. Flows range from a mean high of 144 cubic feet-per-second (cfs) in April, to a mean low in July of 67 cfs. Flood flows have reached as high as 8,800 cfs (on July 24, 1984). The Fremont River upstream from Fruita runs through a gorge that is entirely undeveloped. As such, it has been recognized as a unique park and State resource. Through the gorge, the river is mostly a pristine aquatic and riparian system almost entirely uninfluenced by livestock or other major man-

caused factors. The aquatic system may be a refuge for unique animal species as well as a nursery for more common native fishes inhabiting areas farther downstream. Park management has considered the river for inclusion in the Wild and Scenic Rivers System. The gorge is also being considered for inclusion in the Utah Natural Areas Inventory. The four creeks have substantially lesser flows than the Fremont River. Other drainages in the park are usually dry for long periods until excessive local rains cause flooding. A large number of seeps, springs, and perennial waterpockets exist in the park but are only partially catalogued at this time.

Water quality information is limited but is in the process of being defined more clearly. The natural water quality of the four perennial water courses and some of the lower waterpockets within the reef is low, i.e., with high bacterial counts. This is due to the use of the water by livestock. High in the reef, however, in areas not accessible to livestock, water quality has been shown to be excellent. The Fremont River is used for the park's culinary water supply. All water used for this purpose is treated before use (filtered and chlorinated).

The Fruita area of the park was formerly under private ownership and the water rights associated with it predate the establishment of Capitol Reef National Monument in 1937. Sixty-four claims, mostly private, are extant on the various park waters. These claims are used primarily for watering stock and for irrigation. The National Park Service has right to water on Sulphur Creek (1 cfs), Pleasant Creek (.925 cfs), and on the Fremont River (7.65 cfs). The water rights picture in and around Capitol Reef is not clear, however. There is some question as to ownership of springs in the backcountry as well as to some of the perennial streams.

**Soils, Climate, and Air Quality**

In general, the climate of the park is mostly dry with cool/cold winters and warm/hot summers. The hottest month is July with a mean high temperature of 91° F; the coldest month is January with a mean low temperature of 18° F. The overall average precipitation is approximately 7 inches per year; the highest precipitation month is August with a mean of 1.15 inches, and the lowest precipitation comes in February with precipitation averaging .20 inches.

The soils of the park are presently being defined by the Soil Conservation Service. Their soil survey will be completed by 1990. Generally however, the steep terrain and relentless erosion allow for little or no soil development in many places. In some of the wide stream valleys, however, establishment is primarily due to streams flowing through soft and easily eroded geologic substrates, e.g. Entrada Sandstone.

The park has identified scenic views extending beyond park boundaries that are nevertheless part of the park experience and worthy of protection. These views, identified below, can be seen from Halls Creek Overlook, Panorama Point, South Desert Overlook, and West Boundary (Burr Trail). Park managers will participate in regulatory decisions (e.g., air quality permits, plans, and rules) and work cooperatively with State and private interests to resolve air quality-related resource conflicts and ensure that identified vistas

(and any future vistas similarly identified) are adequately protected.

**Scenic Vistas.** The following scenic views which extend beyond the park boundaries have been identified as part of the park experience and worthy of protection:

| OBSERVATION POINT | VIEW POINT | KEY FEATURES | ALSO VIEWED FROM |
|---|---|---|---|
| Hall's Creek Overlook | 0° - 300° | Henry Mountains<br>Bears Ears (Abajo Mtns.)<br>Big Thomson Mesa<br>Clay Hills | Burr Trail--West Boundary |
| Panorama Point | 95° - 165° | Henry Mountains<br>Miners Mountain | U-24 |
| | 195° - 295° | Boulder Mountain<br>Thousand Lake Mountain<br>Meeks Mesa | U-24 |
| South Desert Overlook | 310° - 165° | Henry Mountains<br>Factory Butte<br>Manti La Sal Mountains<br>Abajo Mountains<br>San Rafael Knob<br>San Rafael Swell<br>Coal Cliffs<br>Mt. Alice<br>Mt. Baldy<br>Wildhorse Buttes | Cathedral Valley Overlook |
| | 190° - 290° | Thousand Island Mountain<br>Boulder Mountain | |
| West Boundary (Burr Trail) | 325° - 125° | Henry Mountains<br>San Rafael Swell<br>Tarantula Mesa<br>Circle Cliffs<br>Bears Ears (Abajo Mtns) | Burr Trail<br>Halls Creek Overlook |

## Grazing Studies

Currently, eleven studies are either ongoing or have been completed that detail and quantify the effects of livestock on park resources. The studies are being conducted as part of the National Academy of Sciences recommendations. The following studies have been initiated or completed:

| Title of Study | Year Complete |
|---|---|
| Livestock Effects on Riparian Resources | 1988 |
| Livestock Use and Management | 1989 |
| Livestock Effects on Special Vegetation (Rare Plants) | 1988 |
| Livestock Effects on Archeological Resources | 1987 |
| Livestock Effects on Waterpocket Ecology | 1989 |
| Livestock Effects on Water Quality | 1990 |
| Livestock Effects on Microphytic Crusts | 1991 |
| Livestock Effects on Avian Populations | 1991 |
| Livestock Effects on Small Mammals | 1991 |
| Livestock Effects on Grasslands (Phytoliths) | 1991 |
| Livestock Effects on Grasslands (Packrat middens) | 1991 |

It is expected that if the current level of support from the regional and Washington offices continues for the grazing research program, that sufficient information will be available by 1992 to evaluate the cumulative impact of livestock on park resources.

## Resource Information Voids

There are enormous gaps in the knowledge of park managers regarding the resources they are entrusted to manage. These voids have been programmed for filling through studies, data gathering, and surveys.

**Natural Resources Management.** Many research and planning needs have been identified in the Natural Resource Management Plan and funding requests and work plans have been--or are being--developed. The current Resource Management Plan was developed in 1983 and is out of date. An updated plan is scheduled to be completed by 1991.

The resource management planning and science program at Capitol Reef has centered around three basic areas of emphasis. Organization of existing resource data has been a primary focus. As such, various data have been retrieved from a variety of sources and organized and stored in computer data files. The more significant files that have been so organized are the plants, wildlife, minerals, and grazing data sets.

Additional natural resource information has been gained by conducting field monitoring and research projects. Such projects have concentrated on tinaja vegetation, endangered cactus, grazing effects on grasslands, grazing effects on water quality, etc..

Finally, the park supports a variety of science projects from outside investigators. Such projects have primarily revolved around the effect of livestock on park resources, but other projects have also been initiated, e.g., Ecology of Bighorn Sheep, Peregrine Falcon Biology and Monitoring. Such projects will add to the general resource information of the park.

Notwithstanding the above information gains, great information voids still exist. Basic inventory and ecological information is desperately needed about many park resources such as exotic species, rare species, herpetofauna, water resources, rare and unique aquatic macroinvertebrates, and orchards and orchard pests. Such information will be needed to adequately address future development and management proposals both inside and outside the park boundaries.

**Cultural Resources Management.** Only a small area of the park (about 2 percent) has been professionally surveyed by archeologists. The Fremont Culture's origin and demise remains a mystery and little is known about their interaction with the contemporaneous Anasazi. The vast acreages of the park hold great potential for shedding light on many of these obscure pages in the human history of the west prior to white exploration and settlement. Comprehensive archeological surveys of the park have been requested but they are extremely costly.

The most striking, widely known legacy of the Fremont Culture is their rock art (petroglyphs and pictographs). A photographic record and inventory of unsurveyed archeological sites was begun in 1985. This record is not complete and the park needs a thorough archeological survey to determine the extent of sites and the scope and rapidity of their deterioration by natural or man-engendered causes.

Although modern history resources seem better known, there are still information voids that need the attention of a professional historian. The most basic need is a Historic Resource Study. Inspection Guides have been prepared, however, there are no guidelines for the care and maintenance of the park's historic structures. This is vital, especially in the case of the Fruita Schoolhouse, a *National Register* property. A professionally prepared guide for preserving the museum collection of Fremont Culture artifacts would help the park carry out its custodial duties responsibly.

Management of the Fruita orchards is guided by a recently completed (1988) Orchard Management Plan. The plan is comprehensive and will provide managers with long-range direction as well as short-range goals and objectives.

## LAND USE AND TRENDS

The Federal government does not own all the land within the park boundary established by Congress in 1971. Most of the non-owned lands are State-owned "school sections" (19,150 acres); a small parcel (0.42 acres) remains in private ownership in the Fruita area.

### State School Sections

The NPS can exercise little formal control over these lands and, potentially, uses of the lands could occur that would have a negative impact on adjoining parklands. The State is also limited in its ability to manage these school sections, due to their isolation and interspersion with federally owned lands. There is no mineral activity taking place within these sections.

The NPS would like to eventually acquire all the State's surface and mineral interests through exchange for other (BLM) land, probably in several smaller exchanges, as it would be extremely difficult to put together one exchange package under the regular Federal Land Policy Management Act of 1976 (FLPMA) exchange procedures, which would include all the State's ownerships.

Currently, there are four commercial oil, gas, and/or coal leases in force on these school sections, as well as numerous grazing leases.

### County Property

Garfield County recently acquired, through trade with the State of Utah, a State school section located within the park. The section is in the park's south district near the top of the switchbacks on the Burr Trail. The land is undeveloped; possible uses are for gravel extraction (for road repairs and construction) and perhaps for some type of recreational purpose. Garfield County officials have suggested that the property might be donated to the National Park Service contingent on NPS cooperation in paving the Burr Trail.

### Private Property

In the last several decades, the NPS has acquired almost all of the privately owned lands within the boundary. A small 0.42-acre parcel, nestled in a low, wet area of Fruita, remains unacquired. NPS envisions no action on this single parcel as long as the status quo is maintained. Should the four owners unanimously decide to sell or donate their interest, they should be accommodated, if funds are available.

### Life Estate

The Service purchased the Sleeping Rainbow Ranch several years ago, but Mr. and Mrs. Lurton Knee retain a right of "lifetime use and occupancy" on 13.13 acres near Pleasant Creek.

### Trends

The park is virtually surrounded by federally owned lands administered either by the BLM or the U.S. Forest Service. Some private properties do abut or lie near the boundary - most notably at Notom, Sandy Ranch, and the abandoned village site of Aldrich. These lands are used chiefly for farming and ranching. A few mines are located near the park

but operations have ceased during the present economic downturn, and although extensive oil exploration has occurred, little drilling has actually taken place.

Until recently, land use on nearby public and private lands has remained essentially unchanged for generations. Capitol Reef has been an exceedingly remote, rural park; the nearest traffic light is in Richfield, 78 miles away. A perception of the regional setting for Capitol Reef can be gained by remembering that Wayne County alone is as large as Rhode Island with a year-round resident population that hovers around only 2,000.

The paving of the Boulder Mountain Road (SR 12) to Bryce Canyon and its conversion to all-weather status has undoubtedly resulted in increased visitation to Garfield and Wayne Counties and Capitol Reef National Park. Local and "outside" entrepreneurs outside the park are planning new or expanded facilities to accommodate the significantly increased number of visitors to the area.

One of the keys to greater recreational use of the park and surrounding lands seems to be the entrepreneurial funding of traditional visitor facilities near the park, which, in turn, will almost certainly stimulate extended stays. When private entrepreneurs decide that the investment risk is worth it, a rapid upward spiral of recreational use may begin, both for the park and the vast, virtually unexploited, surrounding lands. Capitol Reef seems to be arriving at a point similar to that reached by Zion National Park 40 years ago, just prior to the rapid growth of a local tourist-recreation economy there.

At present, however, the use of surrounding lands is primarily by stockmen and farmers, with some recreational activities such as hunting, fishing, hiking, and "dirt biking."

Although Capitol Reef has been included in the conceptualization known as the "golden circle of parks", it may still be the least known national park in the lower 48 States, even though Canyonlands National Park has experienced a lower annual visitation rate for the past several years.

## VISITOR USE ANALYSIS

The park experienced rapid growth in visitation between 1968 and 1978, with total annual visits increasing by 250 percent. Figures for the years 1979 to 1984 show a series of ups and downs without a significant trend in either direction. However, since 1984, visitation has increased steadily by an average of 11 percent per year, from 333,549 in 1984 to 512,142 in 1988--an overall increase of 54 percent in four years. The visitation for 1988 was the highest in the park's history and the first time ever over the ½-million mark.

### Visitation Patterns

In 1988 the park received 80 percent of its visitation from May through October, and for the first time in the park's history, the peak visitation month was September. From May through September, total monthly visitation varied between 66,363 and 76,859. Average daily visitation for this five-month period was 2,346.

Use patterns reflected in daily visitor center counts, attendance at interpretive activities, and overnight stays in the campground, indicate a fairly even visitor use season. Spring and early summer show a strong influx of weekend use spurred by colder temperatures in the northern Utah population centers and long holiday weekends.

A change in use pattern occurs at the end of August, with the family groups of the summer giving way to many older and some younger couples and singles. The average party size drops slightly and the length of stay extends. In recent years, total visitation for September has remained high, with retirees and foreign visitors taking the place of vacationing families. In 1988, the September visitation was higher than that for any other month. Visitation begins to decrease in early October, and the first real cold period of late autumn causes a drastic, almost overnight, drop in visitation.

Capitol Reef has two very clearly defined 6-month visitation "seasons". Easter weekend to October 31 is preeminently a "visitor season," while the period from November to Easter is, by any definition, an "off" season.

**Visitor Origin**

Studies conducted for the park's General Management Plan show that over one-third of all park visitors are from Utah, and almost one-fourth of the visitors are from California.

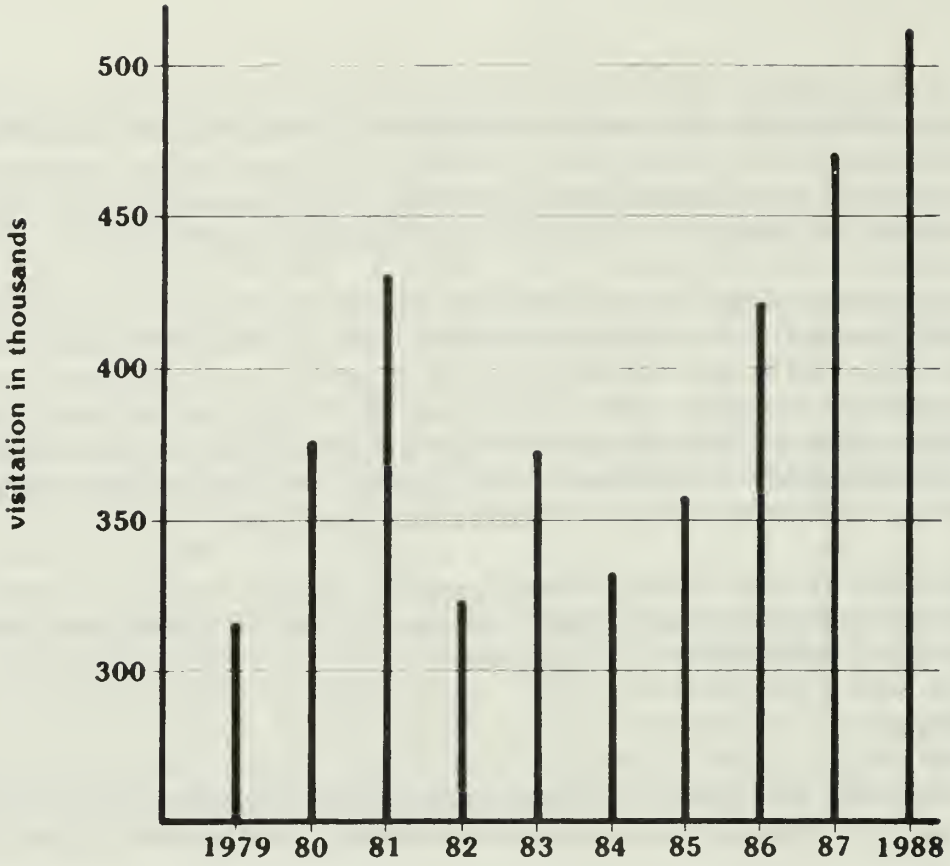
Campground-use figures for 1983, compiled by vehicle units, closely reflects this same use pattern with the greatest visitation by State from Utah (36.8 percent), followed by California (19.2 percent), Colorado (7.3 percent), and Arizona (4.3 percent). International visitation, which dropped off considerably after 1981, has had a resurgence within the last couple of years. Most foreign visitors come from western Europe; apparently very few Asian visitors have Capitol Reef on their tour itineraries.

**Length of Stay**

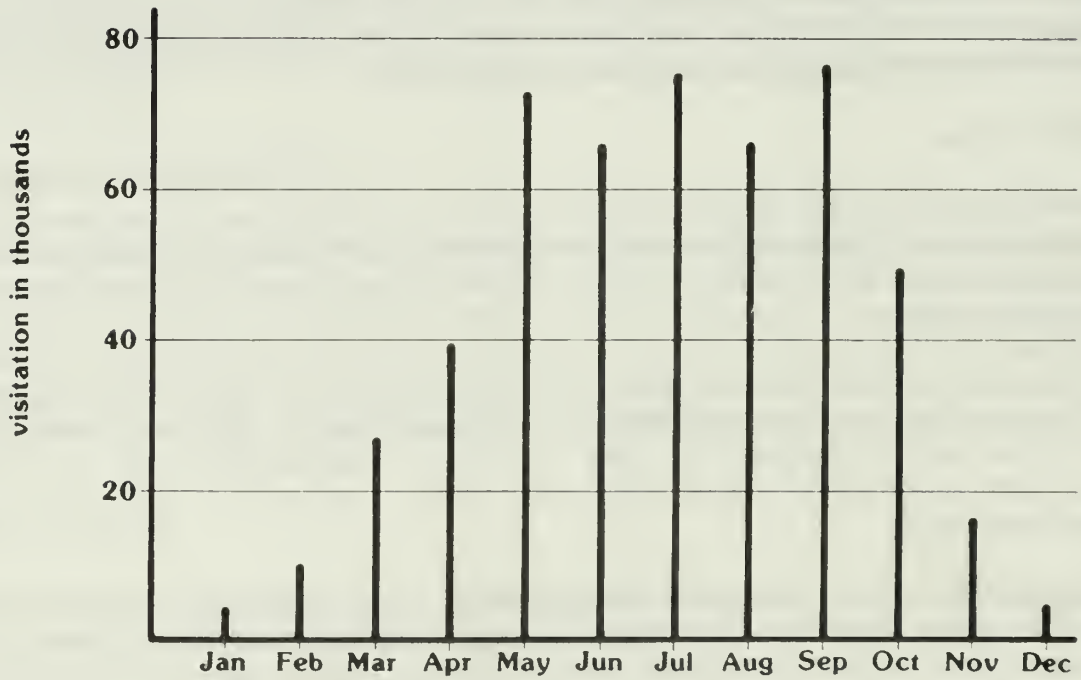
The average length of stay in the park is 0.9 days; about half of the visitors spend 6 hours or less in the park. Park campers comprise the majority of visitors who stay 12 hours or more. Visitors who do not camp in, or adjacent to, the park tend not to return to the park the following day.

The Fruita campground, which opened in 1963, is very popular due to its close proximity to U-24, its facilities, and oasis-like setting. The average length of stay is 1.5 nights, and about 75 percent of campers stay only one night. Despite heavy use of the Fruita campground, neighboring private and government campgrounds rarely fill, even on holiday weekends.

The percentage of park visitors who camp (in relation to total visitation) remains relatively stable throughout the year, but reflects a decline during the coldest and hottest months of the year. The number of campers who use Fruita campground peaks in June and




**Annual Visitation**




**Monthly Visitation - 1988**

Capitol Reef National Park

August, with the campground filling up most nights of the summer. The campground was expanded from 53 to 71 sites in the summer of 1987, and this has had no effect on the number of nights that the campground is full; in fact, the campground has been full more nights so far in 1989 than for the same period in 1988.

Over one-half of the backcountry campers are from the Wasatch Front--Salt Lake City metropolitan area. Their average length of stay is 2 nights, and about 60 percent of the backcountry camping trips begin at the headquarters district of the park. Most of the remaining 40 percent of backcountry camping trips begin in the South District with very little backcounty camping occurring in the North District.

**Factors Affecting Visits or Counts of Visits**

The electronic traffic counters, which were installed in March 1982, have proven to be more accurate and reliable than the pneumatic counters that were previously used, and appear to be partly responsible for the lower annual visitor counts obtained immediately following their installation. Annual counts prior to 1982 may have been inflated.

In 1985 a major flash flood on the Fremont River washed out the bridge leading to the scenic drive and campground, causing a closure of those areas which lasted several weeks. This closure caused a significant drop in the campground count for 1985 and a slight decrease in overall visitation.

**Principle Visitor Activities**

Ninety-seven percent stop at the visitor center.

Fifty-two percent visit the petroglyph pullout (15 percent remain in their cars).

Forty-three percent day hike one hour or longer.

Twenty-five to thirty-nine percent camp in or around the park (66 percent consider themselves campers).

Twenty-six percent picnic (includes some campers).

Fifteen to thirty percent drive the Scenic Drive.

Five to ten percent drive the Goosenecks Road (about half of these walk to the viewpoint).

Two percent drive into the South (Strike Valley) District.

One percent drive into the North (Cathedral Valley) District.

One percent backcountry camp.

## FACILITIES AND EQUIPMENT ANALYSIS

### Nonhistoric Roads and Trails

There are 72.2 miles of road, 67.5 miles of which are unpaved, and which take visitors into remote areas of the park. A 10.4-mile section of U-24, which is owned and maintained by the State, cuts through the park from east to west along the Fremont River. Several scenic pulloffs along that road are also maintained by the State.

The Scenic Drive and Goosenecks Road are maintained by the NPS while the Notom-Bullfrog Road (South District) and the Cathedral Valley access roads (North District) are maintained by the county road departments.

Thirty-nine miles of developed trail lie chiefly in the headquarters district. Trails in the more remote areas of the park are actually routes along canyons, washes, or ridge lines.

### Nonhistoric Buildings and Facilities

There are 81 government-owned buildings in the park, including offices, maintenance facilities, and park housing. Generally, the condition of park non-historic buildings is fair-to-good, with no significant or major deterioration problems.

Additional space was made available in the main visitor center/headquarters office complex as a result of moving the entire administrative division into a modular building which was converted to office use. Offices vacated by administration are now used as offices and work space for the Interpretive Division and the Natural History Association. The General Management Plan calls for eventually enlarging the visitor center building to make more room for an expanded museum and additional office space. The modular building will serve as "temporary" office space until this occurs.

Housing for the permanent employees, who pay a monthly rental rate corresponding with local community rates for similar housing, is adequate. Housing for seasonal employees, student interns, volunteers, and Student Conservation Association assistants is only marginally adequate. The restricted amount of living space available severely hampers efforts to increase visitor season staffing by recruiting volunteers.

Although the General Management Plan's preferred alternative calls for four new duplexes and three seasonal apartments, the funding for this construction may be a long way off. At present, the maximum available housing for live-in volunteers and seasonal employees during the summer is eight people, and this involves barracks-like arrangements not especially conducive to attracting the best-qualified employees or volunteers. Inadequacy of seasonal housing is troublesome, and the problem becomes critical every few years, depending on recruitment patterns.

The park has one developed campground with 70 individual and 2 group sites at Fruita and "dry" campgrounds at Cedar Mesa and Cathedral Valley with five sites each. There

is one major picnic area located in Fruita. Public competition for the Fruita camping sites is enormous during the visitor season.

**Utility Systems**

The park's culinary water is processed from the Fremont River. The treatment rate is 25 gallons-per-minute and tank storage capacity is 100,000 gallons. Sewage treatment involves standard septic systems. There are five systems, the largest serving the campground.

The telephone line was upgraded from an aerial to a buried line in 1986, providing adequate telephone service for the first time in years.

The radio system is adequate and repeaters and portable radios have been upgraded to take advantage of modern technology and improve coverage in remote areas.

A comprehensive security system, including fire and intrusion alarms is needed in park buildings. Presently only the schoolhouse has a working intrusion alarm.

The Garkane Power Company furnishes adequate electric power over a single line that stretches from Torrey all the way to Hanksville and bisects the park from east to west along Highway 24. The line from Torrey to Fruita (park headquarters) is 40 years old and was constructed to a 7.5/12KV standard. From Fruita east, the line is constructed to 69KV but energized only to 7.5/12KV. Garkane proposes to upgrade the line from Torrey to Fruita in 1989 or 1990 using the existing right-of-way. Management attention will be directed at minimizing any intrusive impacts on park scenic and cultural values.

**Historic Structures**

There are eight structures that are eligible for inclusion on the National Register of Historic Places. Several others are under consideration, including the pioneer roadway known today as the Scenic Drive. The Fruita historic area is itself a significant historic scene with more than 2,500 fruit trees and flourishing alfalfa fields.

Historic structures are generally in fair or poor condition and require carefully considered and charted guidelines for their stabilization, as well as funding to carry out stabilization and perpetual care. The schoolhouse has a security/fire alarm system.

**Equipment**

Most passenger-carrying functions are carried out in General Services Administration rental vehicles. Agency-owned equipment is of "special use" type (e.g., fire truck, road grader, historic vehicles), and consists of 13 vehicles.

## STATUS OF PLANNING

| Plan/Study | Preparer | Apprv'd | Adeq'cy | Repository |
|---|---|---|---|---|
| General Management Plan (GMP/EIS) | RMR/ DSC/ park | 10/82 | adequate current | RMRO |
| Land Protection Plan | park | 03/84 | adequate current | park |
| Transportation Study for Arches, Canyonlands and Capitol Reef | DSC | 06/73 | never released | DSC |
| Natural Resource Management Plan | park | | needs revision | park/RMR |
| Cultural Resource Management Plan | park | 02/84 | needs revision | park/RMR |
| Historic Agricultural Area Management Plan | park | 02/79 | needs long-term planning addendm or total rewrite | park/RMR |
| Historic Structures Report, Fruita Schoolhouse | WASO | 08/66 | adequate current | park |
| Historic Furnishing Study, Fruita Schoolhouse | WASO | 08/66 | adequate current | park |
| Historical Survey and Base Map | WASO | 06/69 | needs updating | park/RMR |
| Wilderness Recommendation | RMR/ DSC | To Congress 1974, revised 1983 | current | park/RMR |

| Plan/Study | Preparer | Apprv'd | Adeq'cy | Repository |
|---|---|---|---|---|
| Interpretive Plan, Wayside Exhibits | RMR | 06/78 | adequate | park |
| Interpretation and Management of Fruita Historic Area | park | draft review | draft review | park/RMR |
| Parkwide Interpretive Prospectus | | | needed | |
| Backcountry Management Plan | park | 06/78 | adequate current | park |
| Search and Rescue Plan | park | 04/78 | adequate current | park |
| Structural Fire Plan | park | 10/86 | adequate current | park |
| Emergency Operations Plan | park | | | park |
| Evidence, Controlled Substances and Custodial Property Control Guidelines | park | 11/83 | adequate current | park |
| Crime Prevention and Physical Security Plan | park | 01/80 | adequate current | park |
| Flood Emergency Response and Evacuation Plan | park | 08/86 | adequate current | park |
| Emergency Medical Services | park | 11/85 | adequate current | park |
| ADP Plan | park | 08/86 | adequate current | park |
| Housing Management Plan | park | 07/86 | adequate current | park |

## EXISTING MANAGEMENT ZONING

Management zoning created by the approved General Management Plan establishes the broad framework for specific planning decisions on use and development of parklands. Four major zones have been designated: natural, historic, park development, and special use. Within these zones, subzones are designated--natural environment and wilderness study.

**Natural Zone (219,943.60 acres or 89.71 percent)**

Management emphasis in the natural zone stresses conservation of natural resources and processes. Uses and facilities that do not adversely affect these processes and resources are permitted. Within the natural zone, two subzones are designated--natural environment and wilderness study.

**Natural Environment Subzone (1,638.6 acres or 0.67 percent).** Facilities are and will be dispersed. They have little effect on the scenic quality and natural processes, but are essential. Facilities include the primitive campgrounds, foot trails with associated signs, primitive roads, such as the Cathedral Valley roads and parking areas.

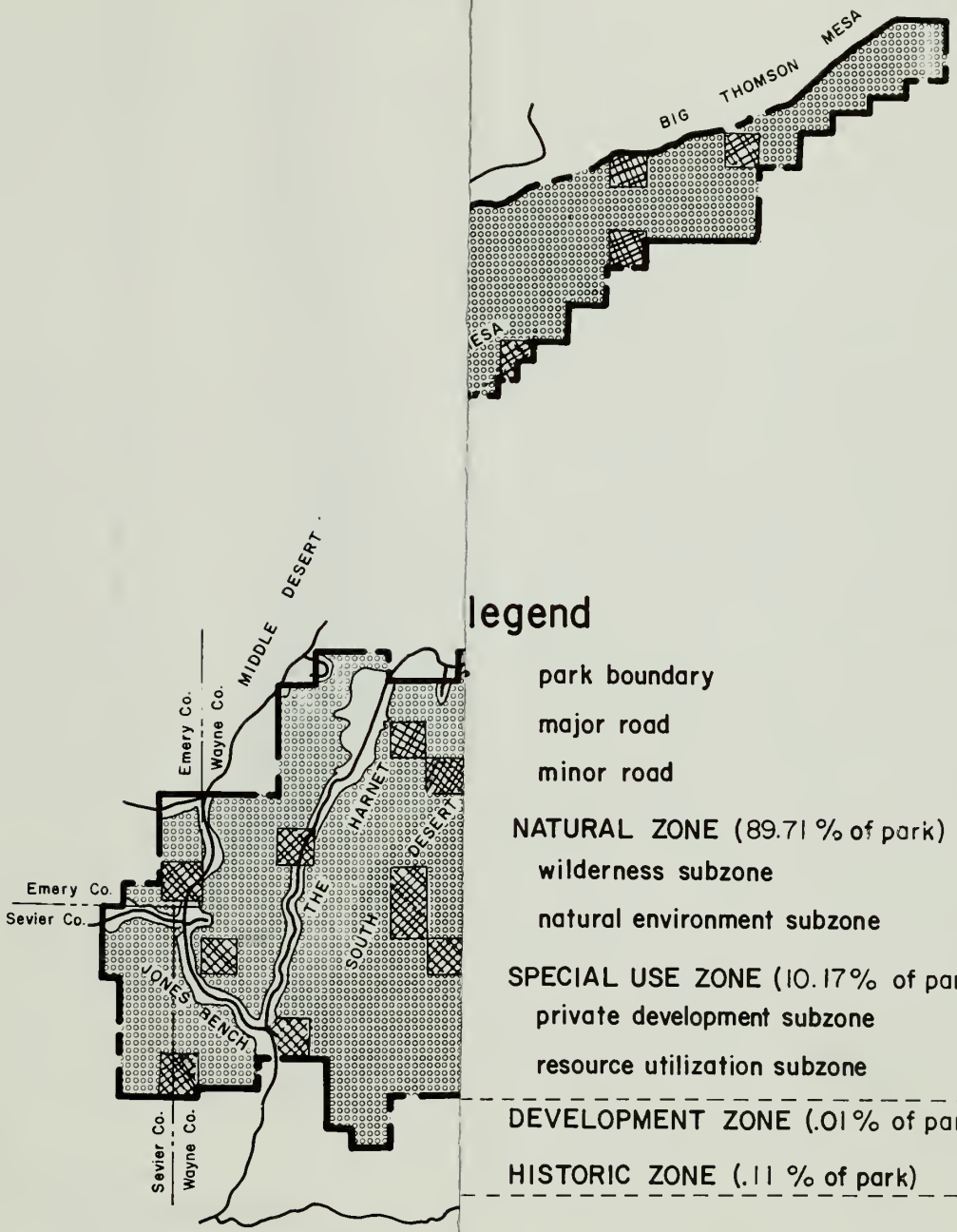
**Wilderness Study Subzone (218,305 acres or 89.04 percent).** The wilderness study subzone, which contains undeveloped land of primeval character and influence and no permanent improvements or human habitation, is managed to preserve its natural condition. Although not yet formally designated as "wilderness" by Congress, NPS policy requires its management as such while in a "recommended" status.

**Historic Zone (260.10 acres or 0.11 percent)**

Management emphasis in the historic zone stresses preservation, protection, and interpretation of cultural resources and their settings. This zone includes the preservation and adaptive use subzones.

**Preservation Subzone (237.20 acres or 0.10 percent).** The preservation subzone contains those areas that are significant because of their association with personages, events, or periods of human history and prehistory. Included are archeological sites, prehistoric rock art panels, historic period structures, such as the rock shed, lime kilns, and the schoolhouse, and the historic scene, comprised chiefly of the orchards and fields.

**Adaptive Use Subzone (22.90 acres or 0.01 percent).** The adaptive use subzone contains historic sites or sites that are not only preserved but are also used for modern purposes. Some historic structures in the Fruita area are being adaptively used. Sites not actually used as orchards have been used for construction of the visitor center/headquarters area, employee housing, roads, and utilities. Some orchard areas have been adaptively used for a campground. The historic Pendleton-Gifford farm is being adaptively used for office space, tack room and storage of hay for the park horses.




## legend

- park boundary
- major road
- minor road

NATURAL ZONE (89.71 % of park)
- wilderness subzone
- natural environment subzone

SPECIAL USE ZONE (10.17% of park)
- private development subzone
- resource utilization subzone

DEVELOPMENT ZONE (.01% of park)

HISTORIC ZONE (.11 % of park)

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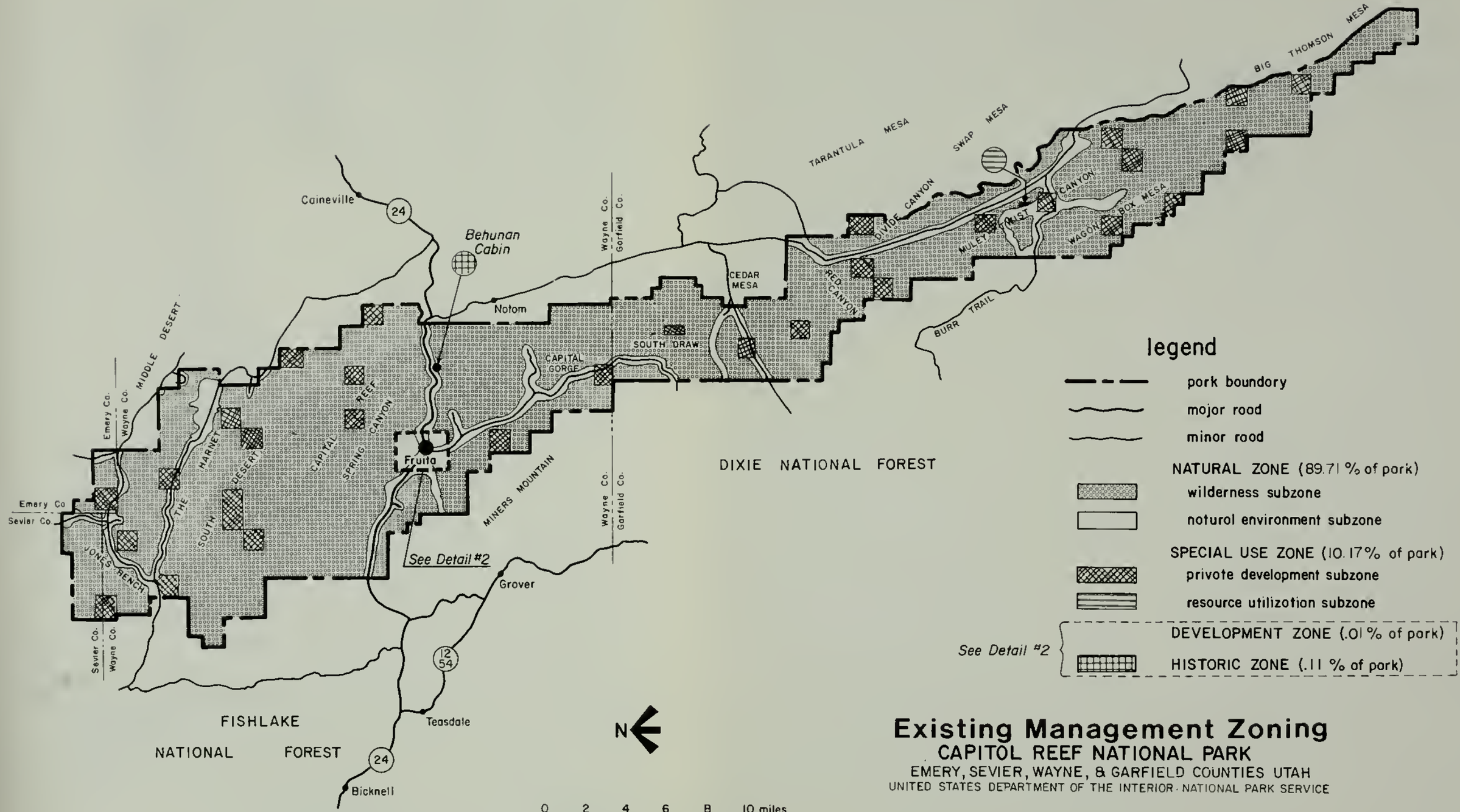


## legend

- pork boundory
- mojor road
- minor road

NATURAL ZONE (89.71 % of park)
- wilderness subzone
- noturol environment subzone

SPECIAL USE ZONE (10.17% of park)
- privote development subzone
- resource utilizotion subzone

*See Detail #2*
- DEVELOPMENT ZONE (.01 % of park)
- HISTORIC ZONE (.11 % of park)

# Existing Management Zoning

## CAPITOL REEF NATIONAL PARK

EMERY, SEVIER, WAYNE, & GARFIELD COUNTIES UTAH

UNITED STATES DEPARTMENT OF THE INTERIOR · NATIONAL PARK SERVICE

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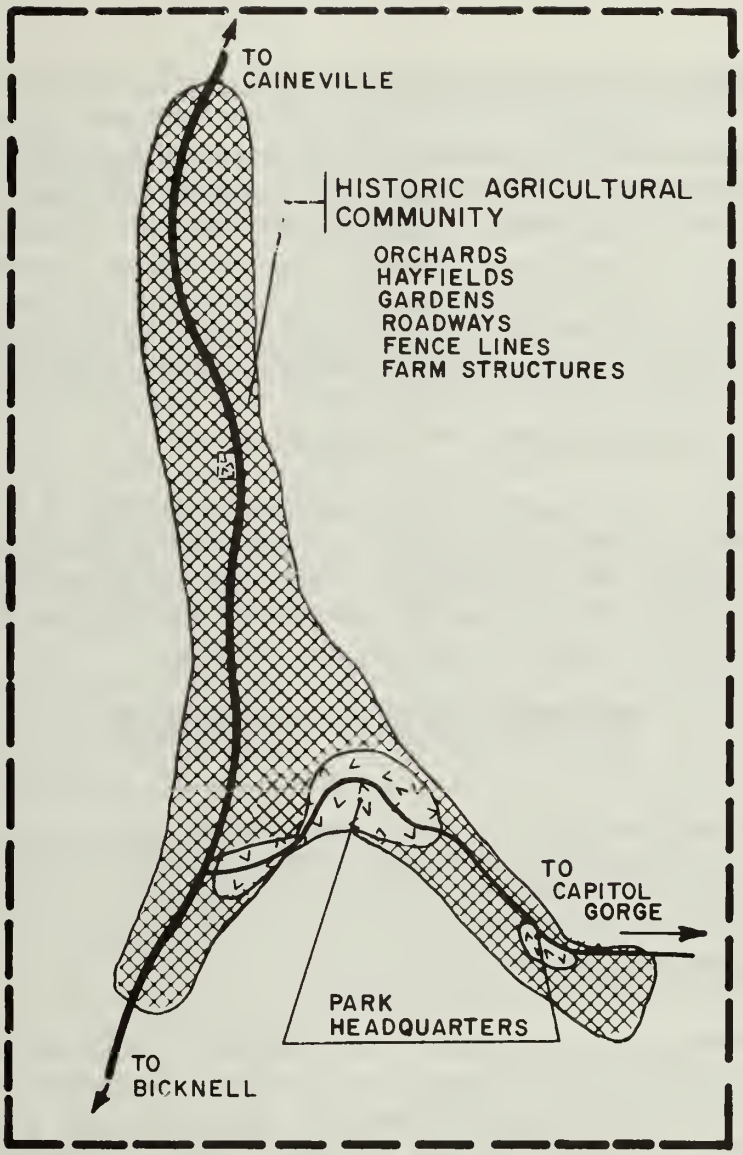


DETAIL # 2

NO SCALE

# Existing Management Zoning Map

FRUITA AREA
CAPITOL REEF NATIONAL PARK
UTAH

LEGEND

- MAJOR ROAD
- MINOR ROAD
- HISTORIC ZONE (.11 % of park)
- DEVELOPMENT ZONE (.01 % of park)

N

**Park Development Zone (32.50 acres or .01 percent)**

Management emphasis in this zone is on provision and maintenance of park development to serve the needs of park visitors and park management. Included in this zone are the planned South District ranger station, campground, utility and residential/maintenance areas, and the 13.13-acre section of Sleeping Rainbow Ranch, for which Mr. and Mrs. Lurton Knee, the former owners, have the right of lifetime use and occupancy. The park development at Fruita is not included in this zone because it is in the adaptive use subzone of the Fremont/Fruita Archeological/Historic District (see Historic Zone).

**Special Use Zone (24,945 acres or 10.17 percent)**

This zone comprises land in use by other government agencies or private interests on lands within the park boundaries. The NPS has either no administrative control in this zone or control is shared with another party. The utility corridors and a 0.42-acre tract of private land in Fruita, which is planted with alfalfa, are included in this zone. Also included are State lands, mining claims and stock driveways.

## MAJOR ISSUES/ CONCERNS

Although there are many issues/concerns pertaining to the management of the park, only those most timely, controversial, or basic are listed here.

## GRAZING CONTROVERSY

The matter of in-park grazing is profound and complex. It involves the perceived vital interests of many special interest groups other than the immediate contenders. Grazing on the east face of the Waterpocket Fold dates from 1881, and grazing allotments existed on those Federal lands incorporated into the park in 1971. Currently, five allotments overlap the park boundary. These are currently being used by nine permittees. Approximately 1,437 animal-unit-months (AUMs) of total use occur each year within the park.

Grazing is a significant issue and the subject of sharp disagreement between park management and local stockmen regarding the impact of this activity. The NPS believes that grazing negatively impacts the park and that is contrary to, and incompatible with, the purpose of the area.

The continuance of grazing on park lands has become a complex controversy involving not only differences of opinion on the effects of grazing on park ecosystems, but a focal point for larger issues such as impacts of Federal land management policies on local economies, traditional antifederalism in the intermountain west, and the advocacy of conservation organizations. Conflicts between stock use and recreational (particularly backcountry) use have become increasingly common.

A National Academy of Sciences (NAS) report issued in 1984 recommended ten major research projects to meet the requirements of PL 97-341 with a projected budget of $930,000. No funds were appropriated, precluding NPS from contracting the studies through NAS. The NPS has attempted to complete the recommended research projects through other sources, though the intensity of research is sometimes less than recommended.

Based on a 1986 solicitor's opinion that grazing privileges within Capitol Reef National Park were compensable, and considering obvious resource impacts and visitor use conflicts in certain heavily used allotments, a plan was formulated in late 1987 to purchase permits on a "willing seller" basis. The plan was predicated on three major points: 1) Utah Farm Bureau and permittee support for purchase of three sensitive allotments; 2) purchase of other allotments on a willing seller basis, and 3) NPS support for new legislation that would allow permittees who chose not to sell, the opportunity to extend their grazing permits within the park for the lifetime of the original permittee and the permittee's direct descendants alive on or before December 18, 1971.

The result of this effort was purchase of grazing permits in the three sensitive allotments (831 AUMs), purchase of an additional 2,362 AUMs, and new legislation, PL 100-446, that extends grazing as defined above. A total of 69 percent of the grazing that existed in 1987 was removed from the park, leaving 1,437 AUMs in five allotments.

At issue now is cooperatively managing remaining permits with the Bureau of Land Management, and insuring that only "permitted" livestock are allowed on park lands. To this end, a fencing plan has been prepared that identifies allotments that need to be fenced to prevent cattle trespass from adjacent BLM and private rangelands. Also, close communication with BLM officials will be maintained to exchange information on pertinent grazing issues within and near the park.

## LACK OF DATA REGARDING PARK RESOURCES

Certain data is lacking, which would greatly aid in managing both the cultural and natural resources of Capitol Reef National Park. The Status of Planning (outlined previously) indicates some of this void, e.g., a historical survey. In addition, the Cultural Resource Management Plan identifies other data needs, e.g., a park general archeological survey. The Natural Resource Management Plan also identifies data needs. These include such items as the distribution and abundance of rare, restricted, threatened and/or endangered plants; an inventory of surface water sources; and a determination of the ecology and biology of waterpockets. For any of the park resources, there is a need to know the impacts of grazing, as required by Public Law 97-341.

## NEED FOR PROFESSIONAL EVALUATION OF FRUITA AS A CULTURAL RESOURCE TO UNDERGIRD COHESIVE PLANNING EFFORT

Every year the Fruita area becomes more heavily visited; parking and traffic congestion are increasing problems. Serious deficiencies exist in long-range planning.

Existing operational plans for harmonizing the oft-conflicting perceptions and uses of the Fruita area are informal, incomplete or obsolete. Much of the planning and operations dilemma can be traced directly to lack of clear management understanding of just what Fruita is: a historic scene worthy of preservation; a cultural landscape that has not lost its integrity--or something else?

Fruita was nominated in the early 1980s to be named to the National Register of Historic Places. Since 1982 when the Keeper of the National Register returned the nomination to the regional office for deficiencies in preparation (not resource merit), conceptualization of what constitutes "cultural resources" has undergone several changes. A thorough professional study of Fruita as a resource is becoming vital for effective planning and management of visitor use and its continuing postponement is an issue of major concern.

## BURR TRAIL

The Burr Trail extends for 66 miles from the town of Boulder, to Bullfrog, Utah. Only 8.4 miles of the road lies within Capitol Reef National Park. The remainder traverses lands administered by the BLM (50 miles) and Glen Canyon National Recreation Area (7.6 miles). The road is owned by Garfield County.

Controversy over how to manage the road has raged since 1984 when Garfield County proposed that the Burr Trail be paved and realigned. Garfield County obtained limited funding from the State of Utah in 1987 to improve the road. This minimal funding, together with various law suits and administrative appeals by environmental groups, has prevented large-scale improvement of the road.

The controversy over improvement of the road continues with environmental groups steadfastly opposed to major improvements and Garfield County dedicated to a complete paving project. The NPS expects that as the road is improved, increased visitation to the park's South District will ensue. This trend will increase pressure on park resources and necessitate an elevated NPS presence in the area. Regardless of what decision is reached regarding the final disposition of the Burr Trail outside Capitol Reef, the NPS reserves certain authority over all construction and realignment within the park in order to adequately protect all park resources.

## GARKANE POWERLINE

A Special Use Permit was issued to Garkane Power Association in 1988 to extend its

current utility line right-of-way permit until 1991. Current Garkane plans, agreed to by the NPS, are to replace existing 12.5 KV lines with a 34.5 KV system using the existing route from the park's west boundary to Fruita. The NPS prefers that the line be buried adjacent to SR 24 along a corridor now followed by the telephone line, but funding for the additional costs involved is not available. Efforts to secure funding to underground the lines will continue and will hopefully be successful before the line is replaced.

## ADJACENT LAND USES

Uses of lands adjacent to the park--both current and impending--are complex, often controversial.

### Fremont River Dam

In 1986, the Wayne County Water Conservancy District filed for a permit to construct a dam on the Fremont River just upstream from Torrey, west of the park. The dam would provide increased agricultural water and hydroelectric energy and would result, according to proponents, in a downstream water flow fluctuation of 50 to 150 cubic feet per minute. Environmental studies attempting to predict the effects of the dam on downriver ecosystems--the river corridor through the park--are underway and being closely observed by NPS personnel.

The NPS will determine its position on the proposed dam project as soon as the environmental studies are completed.

### Conversion of Public Lands to Private Ownership

In the past, both the U.S. Forest Service and Bureau of Land Management have considered trading lands close to the park with private parties to solve certain management problems. Each time that a trade occurs, the potential for private land use that might impair nearby park values becomes greater. Existing information networks that might alert the NPS to land exchanges under consideration do not always work effectively and park management is seeking new ways to insure the timely and free flow of information so that their concerns can receive consideration early in the planning process.

A more ominous and potentially destructive threat is the possibility of sale of the "State school sections" within and adjacent to the boundary of Capitol Reef National Park. Recently suggested by the governor, such a sale of State lands would involve more than 19,000 acres in the park, and could create large private inholdings. The potential for scenic value deterioration would be enormous. A precedent for the State divesting itself of State school sections was seen in 1987, when the governor approved the transfer of a section near the Burr Trail to Garfield County, despite the protests of the NPS.

### U.S. Forest Service Timber Sales

In carrying out their mandate for forest management and conservation, the U.S. Forest

Service occasionally conducts timber sales near park boundaries. Some potential exists for negative impacts on park vistas, park water quality and habitat for migrating park wildlife.

Park management is seeking to refine and improve the exchange of information about impending timber sales so concerns can receive early consideration.

### Grazing Near Park Boundary

Grazing of cattle on Bureau of Land Management and some national forest lands that are immediately adjacent to the park will continue for the foreseeable future. Because of the dearth of fencing, trespass is a continuing problem. Livestock create wallow areas, devour plant material and produce waste. Park management is seeking to improve coordination with stockmen and BLM officials to minimize cattle trespass.

In addition to cattle trespass, range improvement projects near the park can have adverse visual impacts and result in the introduction of non-native plant species into the park.

### Coal and Oil Exploration and Extraction

Extraction of coal, oil and gas near the park always remains a possibility. Coal and tar sand deposits are considerable and only slight changes in international pricing structure and/or internal availability could reawaken active interest in these south central Utah resources. The most immediate impacts on the park would probably be vista degradation (from the Strike Valley Overlook, for example) or air pollution. Park personnel will track any reawakened interest in extraction of these mineral resources.

## MANAGEMENT OBJECTIVES

This listing of objectives does not preempt the long-term General Management Plan (valid through 2001) but charts shorter-range targets for park management.

> Through research, secure an adequate data base and in-depth understanding of the park's cultural and natural resources in order to chart credible, long-range management actions to insure resource protection and perpetuation.
>
> Regardless of the present scarcity of resource data and professional research, prepare and implement practical, short-term operating plans to catalog, protect, and interpret park resources on the basis of the best available information.

Enhance visitor use and enjoyment of the park by the early introduction of new visitor use programs and facilities--in accordance with the approved General Management Plan--as follows:

> **Headquarters District**--expand and upgrade visitor center facilities; increase

interpretation of aboriginal occupations of Fremont River Valley; improve the useability of the Scenic Drive.

**South District**--add small parking areas at Burro and Cottonwood Washes along with trailhead orientation; and add a 10-site primitive campground at Upper Burr Trail.

**North District**--provide wayside exhibits at Glass Mountain, upper and lower South Desert and Cathedral Valley overlooks; mark hiking routes to Jailhouse Rock , Wall of Jericho, Middle Point, and Temples of the Sun and Moon; provide small parking areas at these locations.

Secure sufficient control over land within the park boundary to ensure effective management and protection of the resource, including those lands known as the State school sections.

Establish a functioning and reliable network for information and policy exchange among Federal and State governmental agencies, special interest groups and local governments having an interest in south central Utah to articulate positions, explain ideas and present facts.

Secure early completion of a comprehensive, long-range plan for management of the Fruita historic area hear Highway 24. Plan is contingent on completion of professional evaluation of Fruita as a Cultural Resource.

CAPITOL REEF NATIONAL MONUMENT - UTAH.

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION

WHEREAS certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

NOW, THEREFORE, I, FRANKLIN D. ROOSEVELT, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U.S.C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

Salt Lake Meridian

T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24; secs. 35 and 36.
T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.
T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State

| | |
|---|---|
| T. 29 S., R. 6 E., | secs. 1 to 4, inclusive;<br>All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;<br>secs. 10 to 15, inclusive;<br>All of sec. 16 north of the right-of-way of State Hwy. No. 24;<br>secs. 22 to 25, inclusive;<br>sec. 26, $E\frac{1}{2}$ and $N\frac{1}{2}NW\frac{1}{4}$;<br>sec. 27, $N\frac{1}{2}N\frac{1}{2}$;<br>sec. 35, $NE\frac{1}{4}$;<br>sec. 36. |
| T. 30 S., R. 6 E., | sec. 1;<br>sec. 12, $E\frac{1}{2}$. |
| T. 29 S., R. 7 E., | secs. 5 to 8, 17 to 20 and 29 to 32, incl. |
| T. 30 S., R. 7 E., | secs. 4 to 9 and 15 to 17, incl.;<br>sec. 18, $E\frac{1}{2}$ and $NW\frac{1}{4}$;<br>sec. 19, $NE\frac{1}{4}$ and $N\frac{1}{2}SE\frac{1}{4}$;<br>sec. 20, $N\frac{1}{2}$ and $N\frac{1}{2}SW\frac{1}{4}$;<br>secs. 21 to 23, and 26 to 28 incl.;<br>sec. 29, $E\frac{1}{2}E\frac{1}{2}$;<br>secs. 33 to 35, inclusive,<br>containing approximately 37,060 acres. |

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (ch. 408, 39 Stat. 535, U.S.C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of live-stock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by the Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this 21 day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence of the United States of America the one hundred and sixty-second.

Franklin D. Roosevelt

By the President

Cordell Hull
The Secretary of State.

## 12. Capitol Reef National Monument

Establishment: Proclamation (No. 2246) of August 2, 1937 ..... Page 136

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

### A PROCLAMATION

[No 2246—Aug. 2, 1937—50 Stat. 1856]

WHEREAS certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

SALT LAKE MERIDIAN

T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24;
secs. 35 and 36.
T. 28 S., R. 6 E., sec 31 and the west half of sec. 32
T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State Hwy. No. 24.
T. 29 S., R. 6 E., secs 1 to 4, inclusive;
All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;
secs. 10 to 15, inclusive; All of sec. 16 north of the right-of-way of State Hwy No. 24;
secs. 22 to 25, inclusive;
sec 26, E½ and N½NW¼;
sec 27, N½ N½;
sec. 35, NE¼;
sec. 36.
T. 30 S., R. 6 E., sec. 1;
sec. 12, E½.
T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and 29 to 32, incl.
T. 30 S., R. 7 E., secs. 4 to 9 and 15 to 17, incl.;
sec. 18, E½ and NW¼;
sec. 19, NE¼ and N½SE¼;
sec. 20, N½ and N½SW¼;
secs. 21 to 23, and 26 to 28 incl.;
sec. 29, E½ E½;
secs. 33 to 35, inclusive, containing approximately

37,060 acres

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (ch. 408, 39 Stat. 535, U. S. C., title 16, secs. 1 and 2) and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 2d day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence of the United States of America the one hundred and sixty-second.

[SEAL]

FRANKLIN D. ROOSEVELT.

By the President:

CORDELL HULL,

*The Secretary of State.*

## 12. Capitol Reef National Monument

Establishment: Proclamation (No. 2246) of August 2, 1937 . . . Page 136

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

### A PROCLAMATION

[No 2246—Aug. 2, 1937—50 Stat. 1856]

WHEREAS certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

SALT LAKE MERIDIAN

T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24;
secs. 35 and 36.
T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.
T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State Hwy. No. 24.
T. 29 S., R. 6 E., secs. 1 to 4, inclusive;
All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;
secs. 10 to 15, inclusive; All of sec. 16 north of the right-of-way of State Hwy. No. 24;
secs. 22 to 25, inclusive;
sec. 26, E½ and N½NW¼;
sec. 27, N½ N½;
sec. 35, NE¼;
sec. 36.
T. 30 S., R. 6 E., sec. 1;
sec. 12, E½.
T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and 29 to 32, incl.
T. 30 S., R. 7 E., secs. 4 to 9 and 15 to 17, incl.;
sec. 18, E½ and NW¼;
sec. 19, NE¼ and N½SE¼;
sec. 20, N½ and N½SW¼;
secs. 21 to 23, and 26 to 28 incl.;
sec. 29, E½ E½;
secs. 33 to 35, inclusive, containing approximately

37,060 acres

## Proclamation 3888

### ENLARGING THE CAPITOL REEF NATIONAL MONUMENT, UTAH

WHEREAS, the Capitol Reef National Monument in Utah was established by Proclamation No 2246 of August 2, 1937, and enlarged by Proclamation No. 3249 of July 2, 1958, to set aside and reserve certain areas possessing significant features and objects of geological and scientific interest; and

WHEREAS, it would be in the public interest to add to the Capitol Reef National Monument certain adjoining lands which encompass the outstanding geological feature known as Waterpocket Fold and other complementing geological features, which constitute objects of scientific interest, such as Cathedral Valley; and

WHEREAS, under section 2 of the act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), the President is authorized "to declare by public proclamation * * * objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected:"

NOW, THEREFORE, I, LYNDON B. JOHNSON, President of the United States, under the authority vested in me by section 2 of the act of June 8, 1906, supra, do proclaim that, subject to valid existing rights, (1) the lands owned or controlled by the United States within the exterior boundaries of the following described area are hereby added to and made a part of the Capitol Reef National Monument, and (2) the State-owned and privately owned lands within those boundaries shall become and be reserved as parts of that monument upon acquisition of title thereto by the United States:

SALT LAKE MERIDIAN, UTAH

T. 26 S., R. 5 E.,
Secs. 25 to 29, inclusive, partly unsurveyed;
Secs. 32 to 36, inclusive, partly unsurveyed.
T. 27 S., R. 5 E.,
Secs. 1 to 4, inclusive;
Secs. 9 to 16, inclusive;
Secs. 21 to 28, inclusive;
Secs. 33 to 36, inclusive.
T. 28 S., R. 5 E.,
Secs. 1 to 3, inclusive, partly unsurveyed;
Secs. 10 to 15, inclusive, unsurveyed;
Secs. 22 to 27, inclusive, partly unsurveyed.
T. 26 S., R. 6 E.,
Secs. 27 to 34, inclusive, partly unsurveyed.
T. 27 S., R. 6 E.,
Secs. 3 to 5, inclusive, partly unsurveyed;
Secs. 8 to 10, inclusive, unsurveyed;
Secs. 15 to 17, inclusive, partly unsurveyed;
Secs. 20 to 22, inclusive, unsurveyed;
Secs. 27 to 29, inclusive, unsurveyed;
Secs. 32 to 36, inclusive, partly unsurveyed.
T. 28 S., R. 6 E., that portion not previously included in the monument, partly unsurveyed.
T. 29 S., R. 6 E.,
Secs. 7, 8, and 17, those portions not previously included in the monument;
Sec. 18, NE¼, unsurveyed;
Secs. 20 and 21, partly unsurveyed;
Sec. 27, unsurveyed, those portions not previously included in the monument;
Secs. 28, 29, and 31, partly unsurveyed;
Sec. 33, those portions not previously included in the monument.
T. 30 S., R. 6 E.,
Secs. 2 and 11;
Sec. 12, W½;
Sec. 13.
T. 27 S., R. 7 E.,
Secs. 31 and 32, partly unsurveyed.

T. 28 S., R. 7 E.,
Secs. 2 to 11, inclusive, partly unsurveyed;
Secs. 14 to 23, inclusive, partly unsurveyed;
Secs. 26 to 35, inclusive, partly unsurveyed.
T. 29 S., R. 7 E.,
Secs. 1 to 4, inclusive, partly unsurveyed;
Secs. 9 to 12, inclusive, unsurveyed;
Secs. 13 and 14, that portion north of State of Utah Route 24, unsurveyed;
Secs. 15, 16, 21, and 22, partly unsurveyed;
Sec. 24, that portion north of State of Utah Route 24, unsurveyed;
Secs. 27, 28, 33, and 34, unsurveyed.
T. 30 S., R. 7 E.,
Secs. 3 and 10, unsurveyed;
Secs. 18, 19, 20, and 29, those portions not previously included in the monument;
Secs. 30, 31, and 32.
T. 31 S., R. 7 E.,
Secs. 3 to 11, inclusive, partly unsurveyed;
Secs. 14 to 23, inclusive, partly unsurveyed;
Secs. 27 to 33, inclusive;
Sec. 34, W½.
T. 32 S., R. 7 E.,
Secs. 1 to 18, inclusive;
Secs. 22 to 27, inclusive;
Secs. 35 and 36.
T. 33 S., R. 7 E.,
Secs. 1 and 2;
Secs. 11, 12, 13, 24, and 25, unsurveyed.
T. 32 S., R. 8 E.,
Secs. 6, 7, 18, and 19;
Secs. 29 to 32, inclusive.
T. 33 S., R. 8 E.,
Secs. 5 to 8, inclusive, partly unsurveyed;
Secs. 16 to 21, inclusive, partly unsurveyed;
Secs. 28 to 34, inclusive, partly unsurveyed.
T. 34 S., R. 8 E.,
Secs. 3 to 11, inclusive, partly unsurveyed;
Secs. 13 to 36, inclusive, partly unsurveyed.
T. 35 S., R. 8 E.,
Secs. 1 to 5, inclusive, partly unsurveyed;
Secs. 8 to 16, inclusive, partly unsurveyed;
Secs. 22 to 26, inclusive, unsurveyed;
Sec. 36.
T. 34 S., R. 9 E.,
Sec. 19, unsurveyed;
Secs. 30 to 32, inclusive, partly unsurveyed.
T. 35 S., R. 9 E.,
Secs. 5 to 8, inclusive, unsurveyed;
Secs. 16 to 21, inclusive, partly unsurveyed;
Secs. 28 to 33, inclusive, partly unsurveyed.
T. 36 S., R. 9 E.,
Secs. 4 to 9, inclusive, unsurveyed;
Secs. 16, 17, and 21, partly unsurveyed.
Containing 215,056 acres, more or less.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

Any reservations or withdrawals heretofore made which affect the lands described above are hereby revoked.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specifically designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand this twentieth day of January in the year of our Lord nineteen hundred and sixty-nine and of the Independence of the United States of America the one hundred and ninety-third.

Lyndon B. Johnson

[F.R. Doc. 69-899; Filed, Jan. 21, 1969; 10:31 a.m.]

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (ch. 408, 39 Stat. 535, U. S. C., title 16, secs. 1 and 2) and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 2d day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence of the United States of America the one hundred and sixty-second.

[SEAL]

FRANKLIN D. ROOSEVELT.

By the President:

CORDELL HULL.

*The Secretary of State.*

## 4. Capitol Reef

**An Act to establish the Capitol Reef National Park in the State of Utah. (85 Stat. 639)**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That (a) subject to valid existing rights, the lands, waters, and interests therein within the boundary generally depicted on the map entitled "Boundary Map Proposed Capitol Reef National Park, Utah," numbered 158-91,002, and dated January 1971, are hereby established as the Capitol Reef National Park (hereinafter referred to as the "park"). Such map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

(b) The Capitol Reef National Monument is hereby abolished, and any funds available for purposes of the monument shall be available for purposes of the park. Federal lands, waters, and interests therein excluded from the monument by this Act shall be administered by the Secretary of the Interior (hereinafter referred to as the "Secretary") in accordance with the laws applicable to the public lands of the United States.

SEC. 2. The Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, transfer from any Federal agency, exchange, or otherwise, the lands and interests in lands described in the first section of this Act, except that lands or interests therein owned by the State of Utah, or any political subdivision thereof, may be acquired only with the approval of such State or political subdivision.

SEC. 3. Where any Federal lands included within the park are legally occupied or utilized on the date of approval of this Act for grazing purposes, pursuant to a lease, permit, or license for a fixed term of years issued or authorized by any department, establishment, or agency of the United States, the Secretary of the Interior shall permit the persons holding such grazing privileges or their heirs to continue in the exercise thereof during the term of the lease, permit, or license, and one period of renewal thereafter.

SEC. 4. Nothing in this Act shall be construed as affecting in any way rights of owners and operators of cattle and sheep herds, existing on the date immediately prior to the enactment of this Act, to trail their herds on traditional courses used by them prior to such date of enactment, and to water their stock, notwithstanding the fact that the lands involving such trails and watering are situated within the park: *Provided*, That the Secretary may promulgate reasonable regulations providing for the use of such driveways.

SEC. 5. (a) The National Park Service, under the di-

rection of the Secretary, shall administer, protect, and develop the park, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535) as amended and supplemented (16 U.S.C. 1–4).

(b) The Secretary shall grant easements and rights-of-way on a nondiscriminatory basis upon, over, under, across, or along any component of the park area unless he finds that the route of such easements and rights-of-way would have significant adverse effects on the administration of the park.

(c) Within three years from the date of enactment of this Act, the Secretary of the Interior shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or nonsuitability of any area within the park for preservation as wilderness, and any designation of any such area as a wilderness shall be in accordance with said Wilderness Act.

SEC. 6 (a) The Secretary, in consultation with appropriate Federal departments and appropriate agencies of the State and its political subdivisions shall conduct a study of proposed road alinements within and adjacent to the park. Such study shall consider what roads are appropriate and necessary for full utilization of the area for the purposes of this Act as well as to connect with roads of ingress and egress to the area.

(b) A report of the findings and conclusions of the Secretary shall be submitted to the Congress within two years of the date of enactment of this Act, including recommendations for such further legislation as may be necessary to implement the findings and conclusions developed from the study.

SEC. 7. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, not to exceed, however, $423,000 for the acquisition of lands and interests in lands and not to exceed $1,052,700 (April 1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein. The sums authorized in this section shall be available for acquisition and development undertaken subsequent to the approval of this Act.

Approved December 18, 1971.

*Legislative History*

House Reports: No. 92-537 accompanying H.R. 8213 (Committee on Interior and Insular Affairs) and No. 92-685 (Committee of Conference).
Senate Report No. 92-157 (Committee on Interior and Insular Affairs).
Congressional Record, Vol. 117 (1971):
June 21, considered and passed Senate.
Oct. 4, considered and passed House, amended, in lieu of H.R. 8213.
Dec. 7, House agreed to conference report.
Dec. 9, Senate agreed to conference report.

(5) Capitol Reef National Park, Utah: Section 7 of the Act of December 18, 1971 (85 Stat. 739), is amended by changing "$1,052,700 (April 1970 prices)" to "$1,373,000 for development.", and by deleting "for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein.". 16 USC 273f.

(6) Carl Sandburg Home National Historic Site, North Carolina: Section 3 of the Act of October 17, 1968 (82 Stat. 1154), is amended by changing "$952,000" to "$1,662,000".

(7) Cowpens National Battlefield Site, South Carolina: Section 402 of the Act of April 11, 1972 (86 Stat. 120), is amended by changing "$3,108,000" to "$5,108,000".

(8) De Soto National Memorial, Florida: Section 3 of the Act of March 11, 1948 (62 Stat. 78), as amended, is further amended changing "$3,108,000" to "$5,108,000". 16 USC 450dd note.

(9) Fort Bowie National Historic Site, Arizona: Section 4 of the Act of August 30, 1964 (78 Stat. 681), is amended by deleting "$550,000 to carry out the purposes of this Act.", and inserting in lieu thereof: "$85,000 for land acquisition and $1,043,000 for development".

(10) Frederick Douglass Home, District of Columbia: Section 4 of the Act of September 5, 1962 (76 Stat. 435), is amended by changing "$413,000" to "$1,350,000".

(11) Grant Kohrs Ranch National Historic Site, Montana: Section 4 of the Act of August 25, 1972 (86 Stat. 632), is amended to read as follows: "SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not to exceed $752,000 for land acquisition and not to exceed $2,075,000 for development."; the additional sums herein authorized for land acquisition may be used to acquire the fee simple title to lands over which the United States has acquired easements or other less than fee interests.

(12) Guadalupe Mountains National Park, Texas: Section 6 of the Act of October 15, 1966 (80 Stat. 920), is amended by changing "$10,362,000" to "$24,715,000", and by adding the following new sentence at the end of the section: "No funds appropriated for development purposes pursuant to this Act may be expended for improvements incompatible with wilderness management within the corridor of the park leading to the summit of Guadalupe Peak.". 16 USC 283e.

(13) Gulf Islands National Seashore, Florida-Mississippi: Section 11 of the Act of January 8, 1971 (84 Stat. 1967), is amended by changing "$17,774,000" to "$24,224,000", and by deleting the phrase "(June 1970 prices) for development, plus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering costs indices applicable to the types of construction involved herein.", and inserting in lieu thereof "for development.". 16 USC 459h-10.

(14) Harper's Ferry National Historical Park, Maryland-West Virginia: Section 4 of the Act of June 30, 1944 (58 Stat. 645), is amended further by changing "$8,690,000" to "$12,385,000". 16 USC 450bb note.

(15) Hubbell Trading Post National Historic Site, Arizona: Section 3 of the Act of August 28, 1965 (79 Stat. 584), is amended by changing "$952,000" to "$977,000". 16 USC 461 note.

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